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ABSTRACT

This report provides a program for identifying and eliminating racism in the Toronto school system. It is held that bias in curriculum materials must be removed and that the curriculum should be expanded to include the study of race and race relations. Methods for correctly assessing the abilities of minority students and placing them in appropriate schools are discussed. Techniques are offered for individual schools and the system as a whole for dealing with students and staff who engage in racist behavior. The role of extracurricular activities such as sports, travel and clubs in combatting racism is noted. Inservice programs are suggested as a means of helping staff deal more sensitively with minority group members. Guidelines are also presented for designing hiring and promotional practices in order to achieve a racially diverse staff. Methods are outlined that will help to facilitate continued equal opportunity in staff employment and promotion. Finally, the government's role and responsibility in the achievement of racial fairness in the schools is reviewed with proposals for change. (Author/APM)

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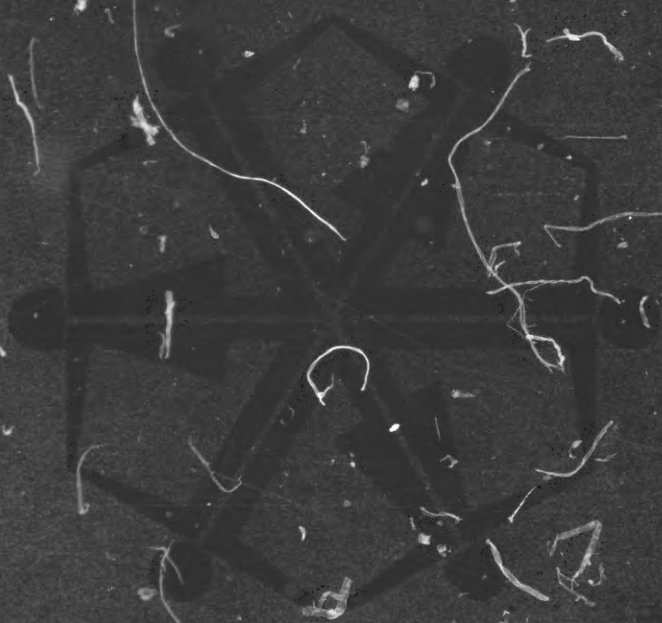
FINAL REPORT OF SUBCOMMITTEE ON RACE RELATIONS



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The issues facing the colour of my skin are more pressing than those facing my culture.

Chai Kalevar

–at a meeting of the Reference Group to the Race Relations and Multiculturalism Committee of the Board.

PREFACE

The purpose of this report is to provide the Toronto Board of Education with a detailed program for stamping out racism in the Toronto school system. If the program is to succeed at least two hurdles must be cleared. The first is to make sure that everyone in the system--students, their parents, staff, and trustees--understand clearly that we condemn any expression of racial bias and that we will use all the authority we have to eliminate it. The second hurdle, which we know will take longer to clear, is to change the attitudes of staff and students who are prone to bigotry. In our society it is not possible to legislate the way people feel and think. But it is possible to offer them assistance in changing attitudes, and to give them incentives to do this. It is certainly possible to regulate behaviour. The hope is that once people get used to the fact that racist behaviour will not be tolerated, the appropriate attitude change will follow.

The Sub-Committee on Race Relations worked for 19 months. As a committee we have visited 24 elementary and secondary schools, had 3 meetings with student councils, held 15 public meetings and and 6 special hearings and received 83 briefs. Individual members of the committee have engaged in a great deal of additional consultation in and out of schools.

We have learned that racism is not "rampant" in Toronto Board of Education schools; nor, we are convinced, is it more

prevalent in our schools than in those of any other board of education or in our society at large.

But it does exist in our school system. Let there be no mistake about that, and no more argument about it. It exists in a variety of forms: in banter, racist jokes, name calling, teasing, discourteous treatment, graffiti, stereotyping, threats and vicious insults. There have been instances, too, of racial incidents involving violence. We have no intention of creating the impression that violent incidents are common or widespread in our school system. They aren't. But we also have no intention of ignoring the real potential that exists for such incidents to become common.

This report sets out a series of proposals for launching the attack against incidents of a racial nature. We ask people who read the report, including the media whose role in bringing it to public attention is so important, to accept this as the focus, and to concentrate on the specific recommendations we have made.

To those who say racism can't happen here, we say it has. To those who say we can't do anything about it, we say we can -- and we cannot afford not to.

As a school system we have a responsibility to set an example to our students, and to discharge our role as one of the major influences in shaping the hopes and aspirations of young people. For students from visible minority communities, our duty is to guarantee them that in school they will not be discriminated against. We are convinced that the schools have a significant role to play in helping visible minority children develop the ability to face and overcome prejudice, to reject the role of victim and to challenge with confidence the notion that they have a less than equal part to play in

Canadian life and institutions. They have a right to expect that the achievements of their races are recognized, and that as individuals they will be treated with the warmth and respect that every student in our school system has a right to expect.

As an education system we have a leading role to play in attacking racism, both because we are expected to and because we are well able to. We have in our trust 90,000 students, whose behaviour and attitudes are not yet entrenched. Moreover, our system is organized in manageable units. We can do much better than issuing a call to people to be nice to each other. We can reach each of our 90,000 students and 9,000 staff members directly and individually, and we can deal with instances of racism very specifically.

This report makes 115 proposals for combatting racism in every sphere of our enterprise, including curriculum, hiring and promotion practices, staff development, the classroom, the gymnasium and the baseball diamond. We go even further: we have asked for a report on the question of extending school disciplinary jurisdiction to include students involved in racial incidents that occur beyond school boundaries.

Our report provides for students and their parents to be told quite clearly that schools will not tolerate racism. It proposes structures and techniques for individual schools and for the system as a whole to deal with students or staff members who indulge in racist behaviour. It provides mechanisms for making as sure as we can that the staff we have and the staff we hire, teaching and non-teaching, is not racist, and that staff members understand that positive attitudes towards people of other races and towards a multicultural society are essential to doing a good job in our school

system. Furthermore, it sets up guidelines for hiring practices to ensure that our staff at all levels is as racially diverse as possible.

The report also provides for a critical review of curriculum materials in order to identify racial bias, and for such materials to be withdrawn and replaced as soon as possible. And it calls for the study of race and race relations to be part of every student's curriculum.

It is a comprehensive report, and a great deal of work has gone into its preparation. Preparing it has had a profound effect on the members of the committee, who have learned a great deal from each other. We thank all the students, parents, staff, members of the public and trustees who have contributed to the report. We thank especially the five members of staff who have been closely associated with the committee throughout the preparation of the report: Mel LaFountaine, school-community liaison officer in the Director's office; Marlene Green, school-community relations officer in Area 5; George Binns, vice-principal of Runnymede Public School; Mary McGee, secretary to the committee; and her alternate, Donna O'Connor. We also wish to thank Mario Godlewski, the T.T.F. delegate for his valuable contribution during the first year of our deliberations.

This report offers a challenge to the entire school system to join in the fight against racism. We have every confidence that the challenge will be accepted.

Doug Barr

Doug Barr, Chairman,
Sub-Committee on Race Relations,
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Section One

INTRODUCTION

On March 16, 1977, the Toronto Board of Education established a Sub-Committee on Race Relations:

> "To seek representation and make recommendations concerning those specific actions which can be taken by the Toronto Board of Education and its teaching staff to combat the spread of racism in Toronto."

In the following nine months the sub-committee prepared and distributed issue papers on Race Relations to senior and secondary students, to teachers and other board jurisdictions and to the community as a prelude to the first round of consultation with these constituencies. The sub-committee solicited written responses, as well as providing opportunities for all constituencies to discuss their concerns at public meetings and school meetings.

We prepared the Draft Report, delineating the issues as we saw them with draft recommendations, circulated it to all the above mentioned constituency groups and in the spring and fall of 1978, embarked on a second round of consultation.

Whereas the bulk of responses during the first round of consultation had come from the community, by far the majority of responses to the Draft Report came from within the system - from teachers, administrators, board departments, etc. One of the strongest recurring concerns expressed was with the context of the

report. Many respondents felt that the mandate to focus on racial bias was too narrow and that, by implication, the sub-committee was sanctioning bias based on ethnicity, sex, physique, age, etc. We had attempted to place the Draft Report within the context of the Board's existing policies on multiculturalism and point to its origin both in the brief reference to racism in the Report on Multicultural Programs (1975) and in the evidently strained racial climate in the city in the months preceding the establishment of the sub-committee. However, in trying to ensure widespread consideration of the draft recommendations, we sent most teachers only the recommendations, not the full text.

We concluded that, in order to clarify the intent of the sub-committee, it was important to include specific mention of ethnic as well as race relations in the Final Report submitted to the Board, despite the fact that this has rendered many of the recommendations redundant insofar as they refer to multicultural policies and programs which were established by the Board when it passed the recommendations in the Report on Multicultural Programs in 1975. We would like, further, to affirm that we expect the spirit and intent of the recommendations on racial/ethnic relations to apply (wherever appropriate) to all forms of discrimination and prejudice.

Another major concern which emerged during consultation was that, particularly though not exclusively in the section on discipline related to racial incidents, the sub-committee's recommendations were too prescriptive, insensitive to particular conditions in particular schools or grades - particularly in primary grades, and negated the exercise of the principal's or teacher's

discretion. Many of the recommendations were amended in response to this concern. However, the recommendations indicate our conviction that one option not open to teachers, administrators, etc. is the option to do nothing when racial incidents occur.

Recommendations in the Draft Report pertaining to term appointments and seniority gained no support from respondents. Since the matter of term appointments was being considered by another Board committee, we withdrew the recommendation. Respondents pointed out to the sub-committee that all matters related to seniority are matters for negotiation.

Considerable disagreement was also expressed with the concept of quotas which respondents felt might be a consequence of the draft recommendation that the Board seek approval from the Ontario Human Rights Commission to initiate positive recruitment and hiring measures designed to remedy the underemployment of visible minority teachers in the system. In light of the fact that there had been no intention of introducing quotas and because we felt that other recommendations would ensure equal employment opportunities, we withdrew the recommendation.

The section of the report on Equal Opportunity Programing was extracted from the Draft Report, submitted to the Board and approved in June 1978. The position of Equal Opportunity Advisor to the Director was filled in January 1979 and affirmative action programs for women and visible/ethnic minorities will be instituted by his office.

The Final Report you are now reading contains the recommendations passed by the Toronto Board of Education in November and December 1978 and constitutes the Board's policies on Race

Relations. Of the total number of recommendations (119), 41 were approved in principle, pending feasibility reports from various authorities, departments and jurisdictions within the school system. At this writing the various sources of these reports have made their submissions on feasibility and a completed feasibility report based on these submissions is presently in the process of development.

ADMINISTRATIVE REPORT ON FEASIBILITY

It is recommended that:

The Director be requested to submit to the sub-committee by February 15, 1979, his administrative comments on the feasibility, costs and the time frame for the implementation of those recommendations in the Final Report which have been approved in principle (*) and been referred to him.

NOTE: Recommendations which have been designated as approved in principle pending the submission of Feasibility Reports to the Board are identified in this Report with an asterisk (*).

Section Two

RACE RELATIONS AND THE CURRICULUM

It is critically important to the Toronto Board of Education, and to the community, that a curriculum be developed which accurately reflects the realities and challenges of life in Toronto, in Canada and in the modern world.

The goals of the curriculum, according to the Ministry of Education's statement of policy for the primary and junior divisions, "The Formative Years", are to:

> "provide opportunities for each child (to the limit of his/her potential)
>
> to acquire the basic skills fundamental to his/her continuing education
>
> to develop and maintain confidence and a sense of self worth
>
> to gain the knowledge and acquire the attitudes that he/she needs for active participation in Canadian society
>
> to develop the moral and aesthetic sensitivity necessary for a complete and responsible life."

The curriculum, then, must provide opportunities for students to learn how to live well in a multiracial, multicultural society. The Ministry guidelines make the connection between the importance of the child's sense of self-worth and self-confidence on the one hand, and his/her ability to develop competencies and skills on the other. Our consultation with community, students and teachers

led us to the conclusion that more attention must be paid in the curriculum to visible minority students' identity needs. The school has a significant role to play in helping minority children develop the ability to face and overcome racial discrimination, to reject the role of victim, and to challenge with confidence the notion that they have less than an equal part to play in Canadian life and institutions. Schools must also help children of the majority race to develop the ability to recognize and reject racial stereotyping. And we must foster in all children a respect for differences and the recognition of the essential unity of the human race.

Bias in Curriculum Materials

Two general themes related to racial bias in curriculum materials emerged during the consultation process and from our review of some of the literature on the topic. One is that there are curriculum materials in use in the schools which contain overtly racially offensive content. Such content includes derogatory references based on racial stereotypes, racial stereotypes in pictures and illustrations, and the biased treatment of events which involve visible minorities.

It was generally agreed that a process of identifying such material be instituted by the Curriculum Division with the involvement of visible/ethnic minority groups. These review teams will also develop teachers' and students' guides to assist in critically examining books which contain bias and to provide more balanced and accurate accounts of minority groups.

One point on which almost everyone agreed was that if literature which contains racially offensive material continues to

be part of the curriculum, small printed supplements should be made available to teachers and students to assist them in approaching and exploring the material in a sensitive manner.

Further, in order to ensure that the Board does not acquire new materials with racially offensive content, we recommended two steps. First, the formation of a curriculum preview committee, with staff and community representation, to examine new curriculum materials for courses which deal with multiculturalism and race relations. Secondly, a Board purchasing policy which prevents acquisition of materials which contain racial/ethnic bias. Circulation of this policy to Canadian publishers may serve to encourage increased production of satisfactory new materials and will give added support to the Ministry of Education's guidelines to publishers on how to avoid bias and prejudice in learning materials.

The second, and often more powerfully felt theme related to bias in the curriculum was the exclusion of visible/ethnic minorities from curriculum materials, and the distorted, inaccurate rendering of the participation of minorities in Canadian history and Canadian life. The net effect of the visible minorities' invisibility in curriculum materials, the lack of information on the contributions of visible minority peoples to the development of Canadian and world social, political and economic history, science, the fine and performing arts, technology, etc., is to allow to go unchallenged two insidious racial myths: a) that certain races are innately more Canadian than others and, b) that minority people have not made any contribution to Canadian or world development. Finally, little or no mention is made of racial minority individuals even when their achievements are the

kind universally admired by society, so that minority children grow up without heroes/heroines they can identify with and white children grow up thinking minorities incapable of achievements that bring universal recognition. The recommendations dealing with the introduction of a wide variety of materials on visible/ethnic minorities into the curriculum and into school libraries reflect our conviction that it is the responsibility of the school system as much as of anyone else to redress the balance and assert the facts and validity of minority peoples' experiences in this country.

"Race Relations" in the School Program

The question of whether the examination of racism should be included in a course of studies in the school brought sharply conflicting responses during consultation. Those who supported the idea of a unit of study on racism and racial prejudice at the secondary level, and as a topic in public schools' Social Studies Programs, felt that open discussion and exploration of the issue would be valuable, both in giving students information about the origins and development of races, and in improving their interpersonal skills. They felt that in addition to the introduction of new curriculum material about visible minorities, where appropriate, a specific examination of, for example, how racial myths and stereotypes develop, and the effects of racial prejudice and discrimination, would serve to increase sensitivity and to sharpen students' critical abilities. The use of simulation games and other role-playing exercises was suggested as part of such a unit of study.

Most of the school staffs who supported the idea of inclusion of the topic for study in all aspects of the curriculum

suggested that it not be a separate unit of study but part of courses such as, for example: the study of the genetic sources of racial differences in a Biology course, the rise of racism in various parts of the world because of historical and/or economic factors in History, Geography and Man in Society courses.

Those who opposed the inclusion of courses on racism frequently pointed out the possibility of those polarizing students and creating divisions along racial lines where none may have previously existed, or increasing existing racial tensions to the point of confrontation. In general, they felt that discussions on race relations should take place naturally or as a result of specific situations which might occur in the schools. They felt that any highlighting of racial or ethnic differences would inevitably work against the achievement of a society free from prejudice. Many rejected consideration of such a course on the grounds that its focus was too narrow, suggesting instead the introduction of a course or unit of study on Human Relations, which would naturally include the study of all forms of prejudice and discrimination.

While we think that integration of units on various aspects of Race and Race Relations into different courses should be a long-term goal of the system, we are convinced that there is also a place in the curriculum for a specific, focussed discussion. A considerable body of research proves that children's racial ideas and feelings start at a very early age, especially in societies which regard racial minorities as inferior. Therefore, education about race relations should start in the junior schools, when the influence of the school on the child is perhaps greatest.

Facility in Colloquial English

An issue which we had not considered in the Draft Report but which was forcefully brought to our attention during the consultation process is the situation of immigrants who do not speak colloquial Canadian English. This often constitutes a barrier to their attempt to enter the job market, particularly in occupations where there is regular contact with the public, and in the case of schools, for example, where educators must be able to communicate effectively with students and parents.

The sub-committee concluded that in making any attempt to prevent the spread of racism and ethnic prejudice in Toronto, the Board has a responsibility to offer newcomers opportunities to develop the skills they need to live in Canada. Further, the sub-committee would like to see an increase in the number of visible/ethnic minorities entering the teaching profession and feel that potential teacher-trainees should not be deterred from pursuing a teaching career because of accent, intonation and phrasing.

The Board decided that:

*1. (a) Teams of classroom teachers and representatives of ethnic and visible minority community groups, under the supervision and coordination of the Curriculum Division, undertake a critical review of curriculum materials now in use in order to identify materials which contain racial/ethnic bias and prejudice and to integrate this process with other processes to do with sex bias, class bias and other forms of bias.

(b) These teams be responsible for developing teachers' and students' guides which provide accurate supplementary information.

*2. The Director in conjunction with the teacher federations be requested to report to the Race Relations and Multiculturalism Committee the best method of proceeding with recommendation (1); and that the report include the possibilities of staff release time, summer writing and an estimate of funding required.

3. (a) The Curriculum Division withdraw immediately those audio-visual materials and other supplementary teaching aids identified as containing racially/ethnically offensive material.

(b) The principal be responsible for the withdrawal of racially and ethnically offensive school produced materials; as identified.

4. Textbooks containing negative or derogatory references to racial/ethnic groups as identified by the Curriculum Division, be withdrawn immediately.

*5. The Director request the Curriculum Division to provide the necessary in-service programs to enable teachers to effectively utilize the teaching guides provided by the review teams.

*6. The Curriculum Division set up appropriate preview committees to monitor prospective new curriculum materials and to screen out those exhibiting racial/ethnic bias, either by commission or omission; the Board's Liaison Committees be requested to send representatives to such preview committees.

*7. (a) The Director request the Curriculum Division to prepare precise criteria of what determines racial/ethnic bias with a view to formulating a purchasing policy for Board approval which prevents the acquisition of curriculum materials containing racial and ethnic bias.

(b) A statement of such approved policy be circulated to Canadian publishers, to other levels of government and to all trustee councils for their information.

8. The Curriculum Division be commended for their efforts and continue the work of review teams to provide teachers' and students' guides for discussion of racially/ethnically biased material contained in works considered to be "great literature".

9. Literature from other countries written in English or available in translation be included in literature and other appropriate courses.

10. The present policy of the Curriculum Division to include in non-English language and literature and other appropriate courses the literature of countries in Australasia, Africa, the Middle East, Asia, the Caribbean and Latin America as well as Europe and North America be commended and continued.

*11 The Curriculum Division provide appropriate material on visible and ethnic minorities in Canada to be integrated into the curriculum, for the purpose of providing a balanced perspective, and that this material include the following elements:

(a) mention of the positive achievements of ethnic/visible minority people where appropriate

(b) appropriate use of ethnic/visible minority individuals as positive examples

(c) facets of Canadian history which reveal poor treatment of ethnic/visible minority people

(d) portrayal of ethnic/visible minorities in Canadian life.

12. With reference to Recommendation 11, the Toronto Board continue the allocation of special funding for purchasing Canadian materials for at least the full three years as originally planned.

*13. The Board library system make every effort to acquire appropriately graded reading material available in English from the countries of origin of the Board's New Canadian students.

14. School librarians in all Toronto schools, not only in those which have ethnic/visible minority students, ensure that their collections include the literature of and material about ethnic/visible minority communities.

*15. Following the development of appropriate learning materials and a teacher in-service program, the study of race and race relations be included in the social studies and proposed Valued Education program in elementary school; and that a unit on race relations and the history of human rights legislation be included in appropriate courses in secondary schools (such as the Grade 10 course on multiculturalism and the compulsory Grade 9 course "Multiculturalism in Toronto Today")

*16. The Curriculum Division in consultation with the Student Services Department, the Library Services Department, the teachers' federations and the Board Liaison Committees, draft a proposal for the development of resource kits on Race and Race Relations for use by teachers in a variety of disciplines and instructional levels, and this proposal be referred to the Director for cost estimates.

17. (a) Heads of Departments of secondary schools be required with their staffs to decide where, and if, race relations content could fit into their courses; and that as appropriate curriculum units are developed and materials become available, the study of race relations be integrated into these courses.

(b) The above to apply to principals in elementary schools.

*18. The Curriculum Division be requested to provide in-service programs for teachers on teaching about race and race relations and that the School Community Relations Department, the professional development committees of the federations and the central library and other appropriate organizations be consulted with regard to the selection of appropriate resource people.

*19. The Director be requested to explore the feasibility of providing evening courses in Race and Ethnic Relations through the Continuing Education Department.

*20. The Curriculum Division offer the following courses through the Continuing Education Department for those who speak colloquial English as a second language or dialect:

(a) English for people wishing to work in the field of education (for example, prospective students of Faculties of Education, Teacher's Aides, etc.) in order to enhance their ability to communicate effectively in colloquial English with students and parents.

(b) English for people wishing to gain employment in fields where the use of fluent, colloquial English is necessary, in order to enhance their ability to communicate effectively in colloquial English with employers, their co-workers and the public.

(c) That the Director of Education consider recommendations for the current staff to participate in the program.

Section Three

PLACEMENT AND ASSESSMENT

To a large number of visible/ethnic minority parents one of the major issues they face is that of their children's assessment and placement in the Toronto school system. Time after time during our consultation with the community, we have listened to the concern of parents with this issue. Specifically the concern was that the system "streamed" too many of their children into vocational schools with low level (1, 2 and 3) programs. Many of them expressed the opinion that their children were placed in these streams because of their race or ethnicity. Other observations reflected further perceptions. Among them was that assessment is too hasty, that because many children are unfamiliar with the placement process itself, the procedure may have a negative effect on their placement. Still another was that the content of tests used in assessment is inadequate or reflects a cultural bias or both. Some observed that often language and dialect may interfere with appropriate assessment and affect placement.

We of the sub-committee are sensitive to the possibilities that these observations reflect. Some of them may be the only observations that parents can make because they are without sufficient information to do otherwise. For example, whether a placement decision reflects racial/ethnic bias in the placement process itself

or in the content of tests or even in the person making the final decision may well be matters of fact. Conversely, they may be matters of perception. How well or how inadequately the system communicates to parents about placement could be the reason that they perceive the placement of their child as an expression of racial/ethnic bias. Then too, the reason for inadequate or otherwise faulty communication may well be racial/ethnic bias in the person responsible for providing the students and the parents with information about a given assessment and placement decision.

Whether any of these observations are matters of perception only in some cases or whether they are matters of fact in others or whether they are combinations of both in still others is a large and complex question. There is, as yet, no ready answer. However, of one fact we can be certain. At the very least, the observations indicate that the issue of assessment and placement of cultural and racial minority children has persisted over a considerable period of time, and it requires the school system's serious and persistent attention.

Particularly since the publication of the Draft Report of the Work Group on Multicultural Programs, three years ago, the school system has been working to adjust its student assessment and placement procedures in an attempt to meet the requirements of a growing multicultural/multiracial community. The E.S.L. Department* has expanded to include the development of subject upgrading (booster) programs and English as a Second Dialect programs for students who require them. A majority of briefs we heard commended the Board for these and other similar programs, and we add our own acknowledgement

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*English as a Second Language

and endorsement to theirs. Still, the issue of assessment and placement, particularly as it applies to visible minority students persists.

As a result of our consultation with the community, the system and students, we found that there is a certain amount of confusion about counselling, testing, movement of students from one level of program to another, the culture and heritage of visible/ethnic minority students, and parent and student expectations.

Culture and Heritage of Visible/
Ethnic Minority Students:

A striking example of the confusion that surrounds the question of visible/ethnic minority students and their culture and heritage is a comment that a teacher made to a black member of the sub-committee during a consultation meeting with the staff in one of the schools. The discussion had turned to the issue of educational opportunities for visible minority students. The teacher singled out the black person on the sub-committee and addressed her as "you people". She began to outline certain facts of life that "you people from the islands" should expect and accept as immigrants. The committee member is Canadian born and had attended school in the Toronto system! The teacher thought of the visible minority community as black and as immigrants!

This example is an illustration of the strong tendency of respondents from the system to relate the discussion of race relations to the stereotype of the immigrant and the issue of culture and heritage. While there were some respondents who recognized the distinction between the non-white Canadian and the non-white immigrant, the large majority confused the two. We realize that many visible/

ethnic minority students are either recent arrivals to Canada or Canadian born children of recent arrivals. We also recognize that there are questions of assessment and placement that apply specifically to those students. Nevertheless, our position is that the successful assessment and placement of all non-white children depends on the school system's capacity to keep the distinction between the two groups of students clear because their requirements are different.

In observing that teachers and other staff in the schools tend to confuse immigrant and non-immigrant visible/ethnic minority students, the sub-committee is aware that there is no consistent or clear method available to discover who they are. As a consequence, identification of the students as well as methods and programs for meeting their needs is based upon the colour of the student's skin.

The Non-White Immigrant Student:

It is understood that much of the concern with the assessment and placement does involve visible/ethnic minority students who have recently arrived in Canada and who bring a cultural heritage, an English dialect or a completely different language of their own with them. The educational problems confronting these young people stem from differences between culture and heritage that the school system traditionally represents and their own. Depending upon their cultural origins, the culture of the school is to some degree alien to them. This fact is the source of much of the visible/ethnic minority community's discontent with the assessment and placement of their children especially when the school system uses standard achievement tests for assessment purposes.

It must be noted that part of the placement problem in both the elementary and secondary schools arises from the lack of

complete formal records which makes accurate initial placement of some students difficult. In the elementary schools, where placement is normally based on the age of the child, there is usually time available after the initial placement to observe the student's progress and to adjust the placement to best meet his or her needs. However, if the student is of senior elementary school-age and within eighteen months to a year of moving to secondary school, there is an almost immediate need for specific information on his or her level of achievement in certain subjects. At that point standard achievement tests coupled with the actual school records for the short time the student spends in the senior elementary school have an effect on their movement from Grade 8 and their placement in Grade 9. Thus a large majority of the visible/ethnic minority parents' concern with the cultural bias of standard achievment tests focussed especially on their use to determine placement in the secondary schools.

It is clear to us that the solution to more accurate assessment through testing is the use of standard achievement tests that match the student's own cultural background, language use if the student speaks English or the student's own language if it is not English. In a multicultural/multiracial society such as there is in Toronto, however, developing and producing the number and kinds of tests necessary for such a purpose would be a massive and expensive undertaking in terms of finance and resources. More importantly, the development of such tests would most certainly require a much longer period of time than either the school system or the community at large can afford.

In connection with the question of cultural bias in the content of standard achievement tests, community respondents raised three closely related questions which are mentioned briefly earlier in this section of the report. They are the questions of communication with parents, student mobility in the system and differences that parents perceive in the assessment and placement process.

At two public hearings particularly, respondents observed that the language used to explain placement decisions and procedures to parents and to students is often jargon that is difficult to understand and that the tone is either authoritarian or patronizing. Some of the respondents made the point that even though they understood the language clearly, they remained uninformed about what specifically the student would be doing in a given program level in a specific vocational school. Further, their understanding of where a given placement would lead in the future was often too general and vague.

A similar observation related to non-white parents who speak little or no English. In these instances, however, the problem was simply that translation from one language to another did not include the kind of interpretation that would indicate clearly what attendance at a given school and enrolment in a specific program actually could mean for the future career of the student. Obviously there is a need for improved communication between the schools and their communities.

Some respondents suggested that the booklet "A Time to Choose" should be updated. This booklet is intended to assist in the planning of secondary school careers for students when they

advance from Grade 8. Normally, the guidance counsellor in the senior elementary school works with the students in the planning as well as with parents when the need arises.

However, there are a number of questions that arise for which the members of the sub-committee do not have ready answers. For example, we are not aware of any regular and formal procedure for monitoring the movement of visible/ethnic minority students from reception and transition classes to regular programs in the schools. We are also without methods for observing visible/ethnic minority students who initially have been streamed into level 1, 2 and 3 schools but who switch to higher streams at some point later in their secondary school careers. We can automatically assume that those students who do switch have developed a capacity to function well in mainstream programs or in higher level programs at some time after their initial placement. However, it is not entirely possible to assume why other students do not move.

Such questions do not imply that there is no information in existence which would answer them. It may mean that such information is not readily available in a reasonable form to those people whose understanding requires it.

Respondents from the community, the system and the student body of the Board who spoke on the question of student mobility made several suggestions that would provide for improvement in this area and possibly overcome the effects of inaccurate assessment and placement decisions. Many of the respondents suggested that periodic evaluation of student's progress following placement, especially at the secondary level, would be of value to the student. They also suggested that every attempt be made to evaluate students before peer

group pressures influence them to remain in a program unsuited to their abilities. Some argued that there are certain advantages in having visible/ethnic minority students assessed by professionals who have an understanding of the students' cultural background and/or speak the same language. At present, the person dealing with students with language problems decides on the placement (e.g. Assistant or Head of the English as a Second Language Department). There was some argument that greater significance be placed on teachers' daily observations of students' work habits and their ability to grasp and retain new concepts rather than on present testing methods.

As a result of recommendations of the Work Group on Multicultural Programs, the Guidance Department of the Board has undertaken to revise its assessment and placement procedures for new students moving from Grade 8 to Grade 9, and students moving between schools. They now appear as part of the Board's Standard Procedure #34 and are to be found on page 18 of that document.* The Sub-Committee on Race Relations endorses and supports these recommendations as they appear in Standard Procedure #34.

Earlier in this report, it was noted that respondents to the sub-committee had commented on differences in assessment and placement procedures among schools. These respondents felt that while the differences may be necessary to accommodate the schools involved, they suggested that a more uniform approach to student placement would prove less confusing to parents and students alike.

Parent and Student Expectations:

In discussion with the staff and administration and with communities, the question of parent and student expectations and the

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*See Appendix C, page 81.

role of education in meeting them arose frequently. Considerable attention focussed on whether or not the hopes parents held for the future of their children were realistic. Many respondents made the point that not all children can be expected to move through the system as smoothly as others since some lack the necessary basic skills and others lack the natural or innate intellegence. A large percentage of the system's respondents conceded the possibility that mistakes in placement could exist. By and large, however, from the school system's point of view, there were valid reasons for most placement decisions. On the face of it, that assertion, as far as we are concerned, is valid. That is the point. We agree that in any group of students, one is certain to find among non-white students a number who are average, a number who are below average, some who are of superior competence and intelligence and so on. The issue is that for many visible/ethnic minority groups, the number of students attending vocational schools is disproportionate to their total student populations.

Our position is that if assessment and placement procedures avoided confusing the lack of specific academic skills with the lack of intelligence, it might be possible to achieve more accuracy in placement. There is considerable evidence to suggest that lack of achievement for many students is rooted in various combinations of cultural, economic and social conditions. Such conditions do not correlate with intelligence.

The system can expect that however accurate its assessment and placement practices become, it will always find it necessary to accommodate students in its vocational schools. In all such cases, the ideal aim would be to make certain that the experience of students

in those schools will provide them with real opportunities in the world of work.

Another measure which we consider appropriate to our concern for the relationship between vocational school experience and work opportunities is that of realistic and positive student counselling for students for the purpose of providing them with sound information about such opportunities. We acknowledge and endorse the Board's decision to establish such a practice.

Racial/Ethnic Bias in Assessment and Placement:

As in all other forms of decisions involving relationships between peoples of different races, it is not a simple matter to separate the influence of racial/ethnic bias from other influences on student assessment and placement decisions. As we have observed throughout this section of our report any number of influences other than race/ethnicity may affect such decisions. In the case of visible/ethnic minority students, the personal effect upon them may range from resentment of what they see as a deliberate attempt to prevent their entry into the mainstream of a nation's social, cultural and economic life to the verification some students may have of a totally negative self image. Some of them may feel that the entire procedure is related to nothing more than their race/ethnicity. Though we acknowledge that the unsuitable placement of students in vocational schools can only serve to reinforce their negative perceptions, we also recognize that racial prejudice may well be involved in some placement decisions.

The Board decided that:

*21. The Director request the Research Department to develop for inclusion in the next Every Student Survey (1980), an appropriate mechanism for obtaining the following information, and that such information be brought back to the Sub-Committee on Race Relations:

(a) the number of visible and ethno/cultural minority students in the system;

(b) the number in each of the secondary and elementary schools;

(c) within secondary schools, the number in each level of instruction;

(d) the number who are immigrants and the number who were born in Canada.

22. The Information and Publications Committee be requested to include in their 1979 estimates an appropriate sum to cover the preparation and distribution of information sheets in the language of the home where possible, for the purpose of providing the parents of new students entering the system with specific information about assessment and placement procedures; this process not to preclude the individual orientation program of the school.

23. "A Time to Choose" be updated and revised on a regular basis through consultation with the appropriate racial and ethnic resource people including the Board's Liaison Committees.

24. The Director request the Guidance Department of the Board to submit a progress report on the implementation of procedures set out on page 18 of Standard Procedure No. 34 to the Sub-Committee and on the ability of present levels of staffing to carry out these procedures.**

25. The Director be requested to report to the Sub-Committee on the variety of assessment methods presently employed in the system and how they differ from each other.

26. The Board continue its policy of advocating for improved staffing in the following program areas: English as a Second Language, English as a Second Dialect, booster programs, transitional and reception classes for all students in the system.

*27. The Board consider retaining the technical advisory committees on an annual review basis in order to maintain the relevance of all technical courses to job opportunities.

28. In cases where a parent disagrees with a placement and believes that the placement was a result of racial/ethnic bias, upon request from the parent, the school inform the parent in writing and in the language he/she can understand of the reasons for the placement.

**See Appendix C, page 81.

29. Where a parent disagrees with the placement and believes that the placement was a result of racial/ethnic bias, the school inform the parent in the language he/she can understand of the right to appeal to first the principal of the local school and, if not satisfied, then to the Area Superintendent. (In the case of Special Education, the parent would be advised of the right to appeal first to the Principal and then to the General Admissions Board.)

30. All communication documents relative to placement and assessment contain the information that the parent has a right to a written explanation in the language he/she can understand and the right to appeal any placement decision first to the Principal of the local school and, if not resolved, to the Area Superintendent.

Section Four

RACIAL INCIDENTS IN THE SCHOOLS

Some Cases in Point

A teacher in a Secondary School returned to his classroom after a brief absence. Just as he opened the classroom door, he heard a black student shout an ethnic insult across the room at a white student. The teacher immediately told the black student to wait in the hall until the class was over. Some months later the teacher related the incident to the participants in a workshop as an example of how he "took care of that kind of nonsense". A black youth worker who was acting as an advisor to the workshop asked the teacher why he had responded in that way. The teacher explained that he had made up his mind to be as "hard" as possible on students who engaged in racial and ethnic name calling. The youth worker made two suggestions. One, the teacher might have made an attempt to discover why the black student had insulted the white student, and second, he might have been wise to use the incident as a learning situation and perhaps discuss the issue of prejudice with the class in the light of what had just occurred. The teacher made it clear that there could be no valid reason to explain the black student's conduct and he would not accept any. As for discussing the incident with other students in the class, he wouldn't consent to that. Asked for his reason, he pointed out that the affair was "between him (the black student) and me!"

The teacher in this example is to be commended for responding quickly and decisively to the incident. He did act and he did make it clear that he would not tolerate racial or ethnic name calling. At the same time, his judgment as to the method he used is questionable.

There is a very good chance that both the students had been engaged in exchanging insults when the teacher interrupted them. There is an equally good chance that the rest of the students in the class knew this as well as the two students directly involved. But the black student knew that he and not the other student was in the hall. The other student and the rest of the class knew that as well. The teacher had assigned blame and discipline and the message was clear to everybody.

There is also a very good chance that if a discussion of the right tone and direction had followed the incident, the teacher would have discovered that both students had been exchanging insults, and further, he may have discovered that he was confronted with a negative personal relationship that had been going on for some time.

Given the appropriate skill and the correct information, the teacher may have been in a position to convert a negative situation to a positive learning experience. He may have been able to promote racial understanding for both the students involved and for the rest of the class had he used the incident to stimulate a discussion of race relations and racial and ethnic prejudices.

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During an induction session for new teachers, the discussion eventually moved to the issue of race relations in the schools. (The new teachers had been in their school for several months before the session occurred.) The discussion of race relations soon became the usual debate as to whether or not there was a "racial problem" in the schools. One teacher, who had very little to say throughout the discussion, eventually said that her students were all young women and that her white students hated and despised her black students. Her attempts to speak to the white students had made no impression on them but she did learn that their attitudes were based on stereotypes of black women which were far from complimentary.

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At a meeting between the student council executive of one school and members of the Race Relations Sub-Committee, one of the female students incidentally commented on how close she had come to taking part in a "rumble" after school. She didn't think it was a racial matter

even though it did involve a group of white female students and a group of black female students. The white students had decided that they weren't going to permit the black students to use the showers or changing rooms in the school while they were in there. The two groups exchanged heated words that eventually led to the naming of the time, date and place of the "rumble" to settle the matter. When a sub-committee member enquired about the outcome, the student council member casually reported that "word" had "got out" and the school principal had "put an end to it". To a question as to whether this confrontation actually would have occurred if the principal had not intervened, the answer was: "absolutely". Asked why she didn't think the issue was racial, the student who had mentioned the incident simply observed that it was just "trouble in the school!"

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A black member of the sub-committee arrived a few minutes late for a consultation session in a school. Uncertain as to exactly where to go in the school, the committee member asked someone in the staff room if he knew where the meeting might be. The person responded with the advice that any "nigger, dago or wop" in the school would provide the information. The person identified himself to the committee member as a teacher. Later, the principal of the school called another member of the sub-committee to apologise and explain. He reported that he knew of the incident and had talked to the teacher involved. The principal emphasized that after he had discussed the incident at length, he was assured the teacher was "only joking".

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A letter from a student:

As soon as you hear the word Indian you think of someone who is dirty, unclean and bad and you want nothing to do with them. Me, I'm Indian and I'm darn proud of it. I wouldn't trade my nationality for anything in the world especially white. The topic "Indian" turns you off unless you know us.

This isn't a boring letter I'm writing to you to make you feel sorry for me, I just want you to know what an Indian is and what kind of hell I go through every day. Whenever I'm sitting in class and the teacher mentions troublemakers or dumb people everyone seems to look at me. In fact that happened today.

If you want to know why Indian kids are quiet, dumb, tough kids I'll tell you why. In fact I just described myself. The reason for this is the way the white man treated us when we were small. You see it started when I was small and used to get beat up every day and come home with black eyes and a bleeding nose. I suppose you wouldn't know how that feels. My mom couldn't do anything about it. So I kept getting beat up. Finally we moved. Two years ago we moved back to the old area where I used to live and I was scared. Scared that I would meet up with those girls from before. Heck, it didn't take them long to recognize me. Guess what happened! Yeah, they beat me up all right but I got them back one at a time. You see I just moved into a neighbourhood and I'm already fighting for what I am. You know what that's called -- RACISM. I still see those girls walking down the street today but they don't bother me anymore but one. She keeps telling me to move and that Indians belong on Reservations. What do I do -- nothing!

The school I go to is okay I think. But something happened not too long ago that I didn't like. Last week the grade sevens went on a trip and the trip was on "Indians". You know, I bet you $100 that the kids didn't want it on "Indians" and the ones that did probably thought they were going to have wars and get to act like animals. I bet you even the parents felt the same. You know what it should have been on, well, I'll tell you sometime if you still want to know how an Indian feels.

(Note: This is a faithful typed copy of a hand-written submission.)

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That racial incidents occur in the schools and that they have been occurring for some time is not a matter for dispute. Consultation with students and staff in the school system, with parents whose children attend the schools and with the general community has made that much clear. However, the Sub-Committee on Race Relations has no intention of creating the impression that it sees racial incidents as rampant throughout the Toronto school system. The membership would be reluctant to conclude that any of

the Toronto schools have been without a single racial incident of any description during its entire period of existence. At the same time, they are aware that racial incidents occur in some schools and do not occur in others in any given period of time. Certainly, it cannot be said that racial incidents which do occur during any given period of time are of equally high intensity or frequency. The sub-committee reported these general observations as a result of the consultation process that resulted in its DRAFT REPORT ON RACE RELATIONS which was published in May, 1978. Subsequent consultation from that time until early November, 1978, has provided little cause to amend them.

What consultation during the period did provide was cause to amend the recommendations as set out in the Draft Report as a prelude to the establishment of system-wide policies related to racial incidents. The reason for this was the nature of the consultation process itself and the respondents' close and critical study of the recommendations as distinct from the text of the Draft Report in which they appeared. During the initial consultation period which led to the publication of the Draft Report, responses from students, parents, community organizations and the general community were numerically greater than those of the system. While the community assumed the initiative completely in providing responses, reaction from the system as a whole was limited. Responses originated chiefly from Administrative Areas (2) and Professional Organizations in Education (3). A few schools assumed the initiative in submitting briefs. The sub-committee became concerned about the generally light response from schools and, with the cooperation of Area Superintendents, established a schedule of hearings in

specific schools in an attempt to encourage staff and students to provide their views on the issues under study.

Following the distribution of the Draft Report, the pattern of response shifted. Response from the system was dominant both numerically and in the nature of the responses themselves. Two Professional groups submitted briefs which provided detailed responses to each recommendation including attention to details of terminology, phrases and sentence structure that could lead to misinterpretation or might prove completely misleading or in some way would deflect the reader's attention from the actual issues under consideration. One delegation of representatives from a professional group sat for more than seven hours patiently and diligently detailing the group's response to the Draft Report. Such initiatives and others similar to them from the system made it clear to the sub-committee that a great many people and organizations in the system were examining the question of internal race relations in the schools seriously and creatively.

As this general approach applies to this specific section (5) of the sub-committee's Draft Report, it brought response and discussion into constructive, practical focus on the question of responsibility and discretion in matters of discipline and on communication and education in relation to racial incidents in the schools. While there was some evidence of a much stronger former tendency to lay stress on whether some incidents such as playful namecalling or derogatory ethnic or racial jokes were, in fact, racial incidents, such evidence was by no means general or persistent. By and large, response centered on the need to establish enabling and discretionary policies through recommendations that would assist

teachers, principals and other staff to respond positively and constructively to specific racial incidents.

Representation from the junior schools, for example, pointed out that not only the seriousness of a given incident but the age of students involved would greatly influence the response of a teacher or a principal to that specific occurrence. Recommendations that provided for the exercise of discretion and judgment involving a range of options would prove much more conducive to the development of healthier race relations in the junior grades than would a series of highly prescriptive and inflexible requirements.

A majority of respondents from the system agreed that the intent of the recommendations was sound and valid. However, they also observed that quite apart from what the text of the Draft Report had to say about intent, the recommendations themselves did not make it clear. Thus, anyone confronted with the recommendations alone would be at a loss to respond to the "spirit" of the policy they represented. Left only with the "letter of the law", they would find themselves in the position of reacting mechanically and arbitrarily to incidents rather than serving the intent itself. An example was a response to a proposed measure for students who had been suspended because of a role he/she played in a racial incident. The measure would have required the student to develop an essay or some other project appropriate to his/her capacity on a race related topic. The sub-committee perceived this measure as a positive educational exercise. The intent was to promote the student's understanding, appreciation and acceptance of people of racial and ethnic backgrounds that are different from his/her own. The project was intended to function only as a vehicle for the growth of that under-

standing. Teachers and principals at all levels perceived the assignment as an additional and strict punitive measure. Furthermore, many of the respondents predicted that the students would link the assignment to the suspension itself. As a result, they too would perceive it as an added "punishment" regardless of the approach a teacher or principal might use to explain the purpose of the assignment.

During their deliberations, the members of the sub-committee carefully considered these responses and others like them. They believe that the final recommendations on racial incidents in the schools reflect the major suggestions that consultation has provided to assist in the development of those recommendations.

One other highlight of the sub-committee deserves brief attention. From beginning to end during the entire consultation process, one fact made itself felt among members of the sub-committee again and again. During any given period of time racial or ethnic tension in one school or another somewhere in the system could reach such a level of intensity that it could become a potential threat to the normal operation of the school. On several occasions during its deliberations the sub-committee discussed possible responses that would be appropriate for assisting to alleviate such a condition when and if it became evident. Eventually, discussion led to a decision to develop a workable plan for assembling groups of people to be designated as crises intervention teams. The teams would possess the skills and competence to analyse the condition in a given school and provide it with advice and other assistance necessary to alleviate the condition and begin the development of measures for eliminating its cause. In

this context, the recommendations which were approved by the Board are listed below.

31. The Toronto Board of Education condemns and will not tolerate any expressions of racial/ethnic bias in any form by its trustees, administration, staff or students.

32. All school principals make it clear to their staff and students that verbal exchanges involving racially and ethnically derogatory terms are not acceptable under any circumstances and will not be tolerated.

33. While the above directive to principals be mandatory, the method of conveying Board policy with regard to race and ethnic relations be dealt with in a manner appropriate to the school community (staff, students and parents). It is assumed that methods will be devised whereby teachers make students aware of the policy outlined in Recommendations 1 and 2.

34. (a) All school staff witnessing any and every racial/ethnic incident intervene immediately and inform those involved of the school and the Board policy;

(b) Failing effective resolution of the problem and reoccurrence of such incidents, the school arrange for a meeting with the student and his/her parent(s) or guardian(s);

(c) Should the above prove ineffective and there are reoccurrences of such incidents, students, particularly in grades 7 to 13, may be withdrawn for one day or suspended for 2 to 3 days at the discretion of the principal.

(d) At each level of intervention and with every incident, both parties be informed as to the action undertaken and any future action that may be required to correct the situation, and that parents be encouraged to report to the school any and every racial/ethnic incident which occurs.

(e) All of the above not withstanding, discretion does not extend to either refusing to investigate reports of any incident or ignoring any incident.

35. In all instances of intervention relative to the implementation of Recommendation 34 above, and when the timing and circumstances of the intervention permit, the staff involved use the incident as an opportunity for a learning experience and to explain the reasons for the Board and school policy.

36. In the event that any such incidents initiated by a staff member come to the attention of any other staff member, the former be reminded by the latter of the unacceptability of his/her behaviour.

37. The writing of racial/ethnic graffiti be classified as both vandalism and a racial incident and the person found responsible be suitably disciplined.

38. The principal ensure that appropriate staff take steps to keep the school free of graffiti.

39. The principal or his/her delegate in each school be the staff person responsible for monitoring the implementation of the Board's policy on race and ethnic related incidents (including verbal exchanges) and be notified of incidents by staff or students.

*40 The Director be requested to call together representatives from the School Community Relations Department, the Student Services Department, appropriate community representatives, the Ontario Human Rights Commission and the professional associations to work out a plan for the creation of crisis intervention teams to go into schools on short notice where racial/ethnic tensions threaten to disrupt the normal functioning of the school.

*41. The Director be requested to enquire into the question of extending school disciplinary jurisdiction to include students involved in violent incidents which occur outside the property boundaries of the school and to establish administrative policy for responding to such incidents.

42. The general discipline policy of the local school which is communicated to parents on an annual basis include comments related to the methods by which that school implements the Board's policy on race and ethnic relations and that local school principals consult with the School Community Relations Department and appropriate Student Services staff regarding additional methods of effectively communicating this policy to parents.

*43. (a) The Board support and provide legal counsel for all staff who have been assaulted as a result of an intervention in a violent incident.

(b) The Director be requested to report on those circumstances under which the Board could supply legal counsel to staff who have been charged as a result of intervention in an incident of a violent nature.

44. The Director be requested to inform all staff and senior and secondary school students that the carrying of weapons in the school or on school grounds and/or holding them in lockers is prohibited, that the Board will not tolerate such action under any circumstances and will request the police to lay charges for "possession of a weapon dangerous to the public peace" against anyone found contravening this policy.

*45. If there is reason to believe that a student is carrying a weapon or keeping a weapon in a locker or it is known that such is the case:

(a) Every attempt be made by the staff member to persuade the student to voluntarily and peacefully relinquish the weapon;

(b) Such attempt be made in the office or with office clearance prior to any action;

(c) The school seek the assistance of the school guidance counsellors and other student service specialists available in implementing section (a) of this recommendation should such assistance be deemed appropriate.

(d) Should an attempt to approach the student for the purposes outlined above be deemed non-feasible, the principal either institute a personal and/or locker search and employ any assistance necessary, including involving the police.

*46. The Director be requested to review Board policy and Standard Procedures on both student and locker searches and recommend amendments, revisions and additions where necessary to enable implementation of item (d) in Recommendation 45.

*47. The Director be requested to inform all Board staff particularly student services and guidance personnel, that no staff person is to give a guarantee to any student that weapons information will be held in confidence.

*48. The Board publish Recommendations 44, 45 and 47 in the next revision of the student booklet "Rights and Responsibilities of Students", these booklets to be distributed to the parents of all secondary school students.

49. Once a year each Area Superintendent place on the agenda of his/her Area meetings the topic of "Methods of Responding to Racial/Ethnic Incidents" for the purpose of exchanging information and ideas.

50. All parents be informed of the resolution of any racial/ethnic incident of which they have complained.

*51. A special Advisory Committee on Race/Ethnic Relations of high credibility be established in each administrative area of the Board:

(a) At the request of an Area Superintendent, this Committee would receive, review and investigate reports or complaints of racial/ethnic incidents involving staff and/or students that have not been resolved at the school and make recommendations to the Area Superintendent.

(b) These Committees not to supersede the present system, and

(c) The Area Superintendent inform all persons who feel that the Committee has not resolved a grievance successfully that they are free to bring their unresolved grievances to the appropriate Committee of the Board.

*52. The Director be requested to develop and be authorized to implement a proposal regarding the Area Advisory Committees on Race/Ethnic Relations, their appropriate composition, staffing, terms of reference and the approximate maximum period of time for resolution of a given incident.

53. Should a school principal find that a teacher or other member of the professional staff has demonstrated racial/ethnic bias through his/her behaviour in the school, the principal consider the staff member unsatisfactory and proceed with Standard Procedure No. 45 with due attention to the seriousness of cause and to Note No. 1 on page 4 of that document.**

54. The principles embodied in Recommendation 53 be applicable to all staff and be executed by the appropriate superior and that the Director develop a procedure for this purpose similar to Standard Procedure No. 45 which will ensure that the complaining party is not prejudiced thereby.

**See Appendix D, Pages 83 to 86.

Section Five

EXTRA-CURRICULAR ACTIVITIES

One of the issues discussed during the consultation process with community groups, teachers and students is the relationship between extra-curricular activities and race relations. Many people see them as a means of improving social skills and personal development, a medium for encouraging racial integration, as well as revealing latent racial attitudes in individuals. The consensus was that because extra-curricular activities are so significant in improving race relations, teachers and students should be encouraged to participate.

The question of ethnic clubs operating in various schools has received varied reactions from the system, schools and community groups. As a matter of fact, this topic was given ample coverage in the news media during the consultation process. A minority of the respondents supported the argument that ethnic clubs ghettoize or inhibit social integration of students.

The majority of schools in which ethnic clubs have been established support them for the following reasons:- they provide cultural activities aimed at improving intergroup relationships; they are useful short-term help for students who are alienated and withdrawn; clubs provide a focus for students of similar racial/ cultural background to help them keep their identity; clubs provide

emotional support, academic help and orientation for new students and they also provide an opportunity for racial minority students to share some aspect or their culture with other students, for example, through performances presented by students or preparing native dishes for students during special events. One common theme throughout the consultation process concerning ethnic clubs was that they should not be exclusive but should be open to all students and that they should be dedicated to the improvement of race relations as well as culturally nourishing. The final decision to form such clubs should be left to the students and staff of the individual schools.

During the consultation process, it was generally felt that exchange and travel programs would assist students to become more sensitive to other cultures. Many respondents in the system made reference to the exchange and travel programs in existence in several schools. Exchanges might involve Non-Native students in Toronto and Native students from outside the city, students from Jamaica and Toronto students and "Project School to School" sponsored by the Ministry of Education.

The submissions made to us referred to the invaluable benefits of such programs in developing understanding between people of different races and therefore strongly support the extension of such activities.

Many students and community groups are aware of the learning value of exchange and support the idea that greater emphasis should be placed on exchange programs within the community. It was their belief that the multicultural/multiracial composition of many of Toronto's communities provides ample scope for exchange programs. They suggested that home-to-home exchange programs within

the same community be explored, for example, students of different racial/ethnic backgrounds living in the homes of other races.

Respondents to the Sub-Committee on Race Relations told the members that within the framework of the Toronto school system itself there is a great latitude for exchange, for example, exchange programs between different areas of the city. For maximum benefit from such a program extensive planning, preparation and orientation is necessary.

It was also suggested that national exchange and travel programs could be beneficial to students in terms of developing good race relations. Visits that are planned to destinations within Canada where there are concentrations of visible/ethnic minority people will be worthwhile and meaningful. For example, Native Peoples' reserves and areas of Nova Scotia where there are large numbers of black Canadians.

One crucial issue discussed during the consultation process was the effect of sports on race relations. People felt that the more groups mix, the more they learn about one another. In other words, familiarity and understanding prevent the growth of new stereotypes and help to bury the old. Sports programs in several schools play a significant function in improving race relations but there are attendant racial incidents.

It is indicated in some briefs and oral presentations that some coaches choose to ignore racial/ethnic comments made by their students on the gym floor or playing field in inter-school sports, especially when those racial/ethnic slurs are aimed at individuals on the opposing team and may have a demoralizing influence on their game. Coaches and students feel that if it becomes public knowledge

that teams can be penalized or disqualified for such behaviour, such incidents would decrease radically. It was pointed out to us during school visits that in certain schools students are allowed no further participation in a game if they are involved in a racial/ethnic incident. This approach has been successful in some schools, particularly when peer group pressure is exerted on the student who risks being put out of the game. It was suggested that each school consider possibilities of further penalties when the conduct of an entire team requires additional sppropriate discipline.

Some sports organizations within the system realize the need for expanding sports programs to include sports activities of South Asian, East Asian and Caribbean areas but they are unable to fully develop these programs because of lack of expertise, resources and leadership in these particular sports. In fact, attempts have been made in a few schools to organize cricket, netball and boys' field hockey.

It was suggested that if sports activities of visible/ethnic minority students are to be included in the sports program, the Board must be prepared to work with different sports organizations within the system to provide the know-how, facilities and equipment needed. One physical education association suggested to the sub-committee that different ways of using existing facilities to meet the needs of students and community should be developed. Students were quick to point out that other Canadian students should be encouraged to participate in the games of other countries.

Another concern expressed about sports and visible/ethnic minority students is the need for schools to be provided with more facilities of a more recreational nature. Evidence shows that

many visible/ethnic minority students would become more involved in sports activities if these were relatively unstructured and free of the pressures associated with inter-school competition and formal competition.

Students expressed to the various groups on the sub-committee the importance of house league games in the promotion of good race relations. They indicated that the more successful house leagues are those where students have a say in the organization and the running of the league. Students commented that a larger number of students are involved in house leagues than on school teams and, therefore, house leagues provide a better chance for cultural and racial understanding during interaction.

Replies to the Sub-Committee on Race Relations suggested that sports programs must be cross-cultural and cross-racial for in this area physical prowess plays a more important role than language and children have an opportunity to excel and gain the respect of their classmates, regardless of racial or cultural background.

An increasing problem for secondary and senior schools, and one which may be only indirectly related to both extra-curricular athletics and race relations, is student "loitering" on school property. Some respondents to the sub-committee stated that teachers have a different approach toward a group of white students gathering as opposed to black students. It seems to be considered that a gathering of visible/ethnic minority students poses a potential problem.

The concern in question is twofold: students who loiter in schools other than their own, and students who gather in fairly large numbers in their own school. This loitering takes place

during school hours and after school. One brief indicated that a large number of these students are members of one or more visible/ ethnic minority group.

Teachers questioned: why are so many students "free" during school hours to visit other schools? What responsibilities do teachers and administrators have for students who visit from other schools? Does continual gathering of some visible/ethnic minority students represent healthy social activity or are schools failing to satisfy the needs (extra-curricular or otherwise) of these students?

The loitering of visible/ethnic minority groups on school property has led to confrontation between students and students, and teachers and students, especially during inter-school games. The briefs and oral presentations to us referred to the poor behaviour of visiting students, who often show little interest in the games and even less respect for school property or the teachers attempting to supervise such games. In some instances, when these students are reprimanded for their behaviour, insults and abuse are hurled at teachers.

In situations where supervising teachers cannot contain the loiterers, principals and teachers have the right to call the police to eject them from school property. It was also suggested that the power of principals be clarified and the Director authorize principals to take whatever action is necessary in these situations.

One explanation for students congregating on school property is that they have nothing purposeful to do at home and the Board should consider after-four programs operated in conjunction

with the Parks and Recreation Department. These programs should be developed in areas where a need for them has been demonstrated, especially areas where potential racial conflicts might emerge.

Another area of concern surrounding extra-curricular activities is that of inter-racial dating. The general response was that this issue should not be a concern of the Board. This issue centred on children and parents and the resolution of such conflicts is not primarily a school concern.

The Board decided that:

55. The Board commend those schools operating racial/ethnic clubs, multicultural/multiracial clubs and inter-racial associations and the Board continue to encourage the formation of such clubs where there is a request from staff or students. In all such clubs the following conditions shall apply:

    (a) They are not to be exclusive

    (b) They must comply with Board policy in terms of proper supervision.

56. The Board encourage the continuation and extension of voluntary exchange programs where students of one culture are encouraged to visit others.

*57. The Board, in co-operation with appropriate associations and federations, develop ways (1) to provide clinics for all teachers willing to supervise a wide range of ethno-cultural and extra-curricular activities and (2) to provide proper facilities and equipment for such activities.

*58. The Director, in cooperation with the appropriate professional associations, relevant community groups, Board Liaison Committees and student councils, be requested to identify problems related to loitering, after school activities and their supervision, and make recommendations to the Board for their resolution.

59. The athletic associations be commended for their attempts to introduce new sports into the curriculum relating to the needs of New Canadians.

60. The Athletic Associations be requested to place in their regulations a clause stating that any racial/ethnic slur be cause for expulsion from the contest.

*61. The schools and Athletic Associations assess their extra-curricular programs in terms of the extent to which these programs reflect the needs and interests of their respective students, and that efforts be made to develop programs which encourage maximum participation by students of all racial and cultural backgrounds.

School and Athletic Associations be encouraged to discuss these matters and, where appropriate, submit proposals to the Board to implement such programs.

Section Six

SYSTEM SENSITIVITY AND IN-SERVICE OPPORTUNITIES

> "One of the great moral prohibitions of our time is directed against frank talk about race. Every period in history has its self-imposed secrets, those thoughts and feelings we can't bear to state openly. Race seems a particularly striking one. People of previous eras, if they could examine our time, would point this out as a genuine oddity. In the past half century, race and sex have changed places in our public conversation, one of them disappearing while the other has surfaced. In the 1920's people in Canada said more or less what they thought about race. If they didn't like this or that for some reason, they said so, but they rarely expressed themselves honestly about sex. In the 1970's, on the other hand, most people feel free to talk about sex, but race is a forbidden subject. If you don't like the members of some race, you express yourself only in private, if at all. To state racial prejudice openly is to reveal yourself as a cultural freak. Most people would rather be accused of homosexuality than racism."
>
> Robert Fulford in a review of W.O. Mitchell's The Vanishing Point, Toronto Star 1973.

It is clear to us that the principles of multiracialism can only be achieved in the system with the co-operation and understanding of the entire staff. Ideally, this ethos would be reflected in the working relationships between staff members of different racial origins; in the manner in which the Board staff deals with the public; in the way school staffs deal with students both within and outside the classroom and in the way school staffs deal with visible minority parents and community groups. What is needed to ensure that the system itself does not perpetuate or encourage

racism in Toronto is "a staff sensitive to the needs, hopes and aspirations of its community, and familiar with the deep and abiding meaning of its traditions, heritage and race".

This is of course a mammoth task but two aspects of the educational system make it vital to success. The first is the system's role as one of the major influences in shaping the hopes and aspirations of our young people. The second is the tremendous credibility of the system itself as a model of the larger society, reflecting as it does within its structure, curriculum and programs, the values and accepted order of Canadian society.

We were encouraged to note that despite a wide divergence of opinion among respondents as to the extent of racial problems in the system there was general agreement that the Board should offer in-service programs to help staff deal more sensitively with people of different races and ethnic groups. The purpose of these programs will be to provide information that will induce self-insight and increased awareness of those kinds of behaviour that can be considered harmful to good race relations, as well as provide the opportunity for the development of skills in race and ethnic relations. The programs will be offered for all staff, including administrators and support staff, since the need for racial/ethnic sensitivity is not limited to teachers alone.

It should be noted that in developing system sensitivity to race/ethnic relations the provision of in-service programs is necessary but not sufficient. To concentrate only on attempts to change the individual's attitudes is to assume that racism is the result solely of the individual's ignorance about race rather than an integral part of the social fabric reflected in the educational

system. This cannot be banished merely by providing information in in-service sessions and the recommendations in the report suggest a variety of steps which can be taken to de-institutionalize racism.

Opportunities to increase system sensitivity can also be provided in a variety of ways, not only through in-service sessions. Exchange programs are proposed here as providing good learning opportunities for teachers, administrators and student services staff.

We are aware of the difficulties which might arise should staff members with low seniority wish to participate in exchange programs. Since the Board would want to take advantage of the experience gained by teachers who take part in the program, the sub-committee thinks that it should be open only to teachers whose positions are secure.

The Board decided that:

*62. The Professional Development Division of the Personnel Department provide opportunities for in-service programs in human relations, race relations, ethnic relations and human rights for existing Board staff, to equip them with the skills necessary to relate knowledgeably and sensitively with people of different racial and ethnic origins, that such programs be integrated into existing in-service and staff development programs, and that they include an evaluation of the content of such courses for practical application.

*63. The Director be requested to report to the Board on the feasibility of providing orientation seminars on race/ethnic relations to all new staff within the first year of their employment.

*64. The Ontario Human Rights Commission, appropriate staff unions and associations, the Race Relations Sub-Committee, the School Community Relations Department, the Student Services Department and/or community organizations working in the field of race/ethnic relations be consulted in the development of any in-service programs on race/ethnic relations.

*65. In the development of these in-service programs, the Director consider making them comprehensive enough to include:

(a) The socio-economic origins and development of racism in Canada, and examination of racial/ethnic prejudice discrimination,

(b) The positive contributions made by visible and ethno-cultural minorities in Canada,

(c) The development of interpersonal and intergroup skills in race and ethnic relations.

66. Individual schools be encouraged to form Race Relations and Multiculturalism Committees consisting of representatives from students, staff, the Ontario Human Rights Commission, the School Community Relations Department, parents and other community resources to work together to improve race and ethnic relations in the schools.

*67. In light of three years experience of Professional Development travel and other multicultural programs, a study be conducted of the participants' response regarding the value of present programs and suggested improvements for future programs.

*68 The Board encourage the establishment of study/travel programs within Canada to locations where there are significant visible and ethno-cultural communities.

*69. The Board initiate an exchange program which would be open to teachers, administrators and student services personnel between the Toronto Board and other Boards and educational jurisdictions in Canada and which would provide Toronto Board staff with opportunities for living and working in visible and ethno-cultural communities with no loss of seniority; and that the successful applicants guarantee at least one year's service to the Toronto Board upon completion of the exchange period.

*70. The Toronto Board encourage and enable teachers, administrators and student service personnel to participate in international exchange programs, such as the Commonwealth Teachers' Exchange, without loss of seniority or benefits, and to participate in international education programs with no loss of seniority, for the purpose of improving their understanding and sensitivity in the race/ethnic relations field. Further, with regard to this recommendation, that the existing Board policy restricting leaves to one year be re-examined.

Section Seven

EMPLOYMENT/PROMOTION AND RACE RELATIONS

Early in the second phase of the consultation process, the Sub-Committee on Race Relations became acutely aware of a general, but nevertheless, distinct area of concern that centered on both the questions of equal employment and of equal promotion. A great many respondents from the system, some trustees, and a few community respondents raised the concern to the level of a major and basic issue of morality and ethics. The concern was not whether individuals from visible/ethnic minority groups did or did not enjoy equal access to employment and promotion opportunities in the Toronto School System. The concern was whether or not specific measures that the Board might adopt to guarantee equal access to these individuals would function in themselves to discriminate against members of the dominant majority. Without exception, this general concern developed from one of three perspectives depending on who the respondent, or respondents were. One perspective was candidly and honestly that of uncertainty. Respondents in this category genuinely questioned whether or not such measures, though they might provide equal access to employment and promotion for members of one group, would deny such access to another. To these respondents the issue of equal opportunity was a massive question mark. A second perspective was one of certainty. Such measures

would indeed discriminate against what are presently the members of the group for whom access was equal and had been so for quite some time. Respondents who raised the concern in accordance with this perspective understood the need to provide equal access to opportunities for all people but they were certain that specific measures designed to single out people of visible/ethnic minority groups are measures which would exclude majority group members. By definition, such measures would contradict the entire meaning of equal opportunity.

The third perspective was that of a minority of respondents. Nevertheless it provided for the most vociferous, demanding and aggressive responses of all that the sub-committee heard on the issue of equal employment and promotion opportunity. Negative, defensive and blatantly protective of privilege, this perspective made it clear that privilege itself was a routine right of some and that extending privilege to anyone who does not presently enjoy it is unquestionably wrong. The very fact that certain people do not presently enjoy a given privilege means that they have no right to it. The debate from this perspective appeared to imply, at least, that privilege in the form of equal opportunity is finite and that extending it to one person actually meant taking it from its rightful owner and giving it to someone who has no claim to ownership.

What distinguished this minority response from the rest was the use of democratic rhetoric in support of blatantly undemocratic positions. While the first perspective rendered concerned respondents unsure of the effects of specific equal opportunity measures for visible/ethnic minority groups, and the second perspective made respondents who held it certain that the effects

would be discriminatory, there wasn't any question that something had to be done to equalize opportunity. They saw a clear need to adjust past employment and promotion practices to stop their historically discriminatory effects upon members of minority groups. Respondents of the third perspective used virtually the same rhetoric to support present practices on the grounds that to avoid discrimination, the school system must continue to discriminate!

Consultation on this general issue proved to be intense, sometimes raucous, confused, perplexing and, from the standpoint of the sub-committee, almost completely irrelevant.

The reason is that a great many respondents insisted on introducing such concepts as quota, preferential hiring, Affirmative Action in a distorted negative sense, extra privilege, reverse racism, qualifications and criteria and best person for the job to create a complex frame of reference which did not exist for the Sub-Committee on Race Relations.

On countless occasions during discussions with respondents from both the community and school system personnel, the sub-committee made it clear that the establishment of quotas was not an issue. The committee membership wasn't entertaining the idea, visible/ethnic minority members of the general community and the rest of that community were not in favour of it, and the board staff, administration and the Board itself saw no virtue in the idea. It was never in doubt that employment and promotion decisions would be based on anything but qualification and criteria necessary for fulfilling the requirements of a position under consideration or that anyone would be hired who was less than the best candidate for the position. Affirmative Action functioning as a means of

compromising qualifications, criteria or capacity to fill the requirements of a given position proved to be an idea that respondents projected into discussions with the sub-committee. No one, at least within the sub-committee's knowledge, had ever proposed or promoted or suggested the idea either formally or informally. As for reverse racism, the sub-committee looks askance at both the intended implication of the term and the concept itself as well as at the motivation that promoted its use. It is the sub-committee's position that racism is racism quite apart from what member or group from what race initiates or perpetrates it. Of all the concepts that respondents introduced into the consultation process, that of extra privilege was the most revealing to the sub-committee since it seriously contaminated the purpose and ideal of the process itself. Anyone who enjoys any opportunity as a birthright and matter of course to term that right as an "extra privilege" for anyone who does not have access to the same right reveals much more about his or her position on equal rights than any other argument he/she might use. It was not the sub-committee's intention to consider equal access to employment and promotion opportunities as a special privilege to anyone from any group that historically and consistently had not enjoyed such access because of their race or cultural background.

The question of preferential hiring, as defined by the consultation process itself, was not a part of the sub-committee thinking. It did arise as a limited possibility in connection with an employment or promotion decision involving two candidates who were equally qualified for a position. The committee saw a possibility that the visible minority candidate would be given preference

if it should happen that one of the candidates was a member of a visible minority race and the other was not. It was clear to the sub-committee that in such a case, and only in such a case, the decision would be made on the basis of race. To enable the employment or promotion authority to make such a decision, the sub-committee intended to recommend to the Board that it seek the necessary exception according to a specific provision of the Ontario Human Rights Code.

Lengthy and, sometimes, frustrating debates that centered on these ideas tended to distract attention from the fundamental issue of equal opportunity employment and promotion.

Two major questions formed a simple and straightforward frame of reference for the sub-committee: What measures could the Board of Education reasonably establish for the purpose of removing impediments to equal employment and promotion opportunities for visible/ethnic minority candidates? The second question was what reasonable measures could the Board establish to actively extend and apply the ideal of equal employment and promotion opportunities so that access to these opportunities would include members from visible /ethnic minority groups as a matter of course.

The sub-committee is grateful that in spite of the distractions, misperceptions and misapprehensions outlined here, the consultation process has provided some clear and firm answers to these questions. Response from the general community and from special racial minority groups and individuals proved to be of considerable assistance to the sub-committee and has made its impact on the final deliberations. Also of notable impact was a surge of response that occurred during the final weeks of the consultation

process from teachers and other staff as well as from formal teacher, principal, vice principal and ancillary service organizations.

During the sub-committee's final deliberation following the consultation process, it became evident to the membership that there existed a need to develop recommendations that would fulfill several general requirements if the Board expected to serve the cause of healthy race relations within the framework of its employment and promotion principles and practices**.

First: There are requirements for active equal opportunity measures (Affirmative Action) that will assure those who have traditionally been excluded from access to career development opportunities with a possibility of success equal to all others if and when they choose to become candidates for promotion. Such measures would include providing possible candidates with opportunities to develop the confidence, competence and background necessary to make choices as to whether they become candidates or not.

Second: There are requirements which will ensure, as far as possible, that neither conscious or unconscious prejudices and discrimination will become a factor in any employment or promotion decision. Such measures should include both preventative and curative measures.

Third: There are requirements for measures which will ensure that the Toronto Board of Education is, in reality, an equal opportunity employer and that it will be perceived as such.

**It should be noted that as a result of discussions between the sub-committee and some members of the Women's Liaison Committee as well as responses from community and other system staff members and groups and Board decisions, the final recommendations include women and ethnic minority where appropriate.

Such measures should include appropriate communication, information and notification methods that will serve to prevent widespread misperceptions about any given employment and promotion decisions.

Fourth: There are requirements for measures which will assist all employees of the Board to accept and respect each others racial/ethnic differences.

The employment and promotion recommendations listed here are final as approved by the Board. It is both the hope and the intent of the Sub-Committee on Race Relations that they will serve to fulfill the four general requirements outlined above.

The Board decided that:

*71. The Board explore the possibility of providing incentives for early retirement for interested staff and, in particular, the Director report on the feasibility of the Ontario Secondary School Teachers' Federation Salary-Savings-Sharing Plan.

*72. Where possible, the Board give preference to unemployed teachers for summer school and night school teaching posts.

*73. The Board explore the feasibility of allowing proposals in present and future negotiations with the teachers' federations which would allow teachers to teach half-time with full seniority and that this recommendation be referred to the Collective Agreements Policy Committee.

*74. The above recommendations be applied to all Board staff.

75. A statement be printed in a prominent place on all official application forms and on all letters of acceptance that racial/ethnic discrimination is contrary to Board policy and that it will not be tolerated.

76. School principals retain their present function in recruiting, interviewing, screening and employing new teachers.

*77. The Director provide principals with clear and specific guidelines and criteria to assist them in selecting new teachers and that such guidelines will include the following criteria:

(a) A reasonable knowledge and understanding of visible and ethnic minority groups,

(b) Positive and bias-free attitudes toward racial and ethno-cultural minority groups,

(c) Verified teaching experience gained outside Ontario be given equal consideration with teaching experience gained inside Ontario, provided the Ministry of Education has given appropriate approval. (Referred to Collective Agreements Policy Committee.)

*78. The Director provide principals and others involved in teacher selection with interview skill training which will help them to detect racial/ethnic bias or tendencies toward racial/ethnic bias in people applying for teaching positions.

79. Principals be encouraged to follow the practice employed in some schools of including other staff members of the school in their teacher hiring procedures to implement Recommendation 77 above.

80. (a) School principals, before recruiting and/or selecting candidates for teaching positions on their staffs begins, make all relevant criteria and qualifications necessary to the position(s) available in writing to the prospective candidates well in advance of the time that the actual procedure begins, and that the principals and the Board's Personnel Department jointly decide on an appropriate procedure for this purpose.

(b) For a given hiring, factor(s) not included in the published criteria must not become the deciding factor(s) in the final decision.

(c) In all public advertisements regarding available positions, the Board state that it is an equal opportunity employer.

81. Principals write unsuccessful candidates for teaching positions, informing them that they have not been selected.

82. Application forms for teachers state clearly that an unsuccessful candidate may appeal a decision if he/she feels that the decision was made on the basis of racial/ethnic discrimination.

83. The Board consult with the Ontario Ministry of Education and request a clarification of their policies for evaluating out-of-province teacher certification and where applications of these policies are not clear or are inconsistent request that they be revised. (cf page 62)

84. Following implementation of Recommendation 83 above, the Ontario Ministry of Education provide the visible and ethnic minority communities with clear explanations of procedures and criteria for evaluating teaching certificates from outside the province. This would encourage teachers from those communities to apply for teacher status which will permit them to hold teaching positions in Ontario schools.

*85. (a) Clear and specific guidelines and criteria be established to assist in the selection of employees for non-teaching academic staff positions from outside the system.

(b) At least the following be included in the final sets of guidelines and criteria established to accommodate item (a):

(i) Positive, genuine attitude toward visible and ethnic minority people,
(ii) Positive and accepting attitude toward the concept of a racially and culturally diverse society with equal rights and opportunities for all,
(iii) A genuine willingness to understand and be sensitive to the individual as an individual regardless of race or ethnicity.

86. Recommendations 77, 78, 80, 81 and 82 of this report be applied to the employment of personnel to fill non-teaching (academic and non-academic) staff positions at all levels.

*87. The Director of Education be requested to enquire into the feasibility of establishing a procedure for detecting racial and ethnic bias in candidates applying for promotion to positions of responsibility on the academic teaching staff, academic non-teaching staff and the non-academic staff, and report to the Sub-Committee on Race Relations.

*88. (a) The Director establish clear and specific guidelines and criteria to assist in the promotion of employees to any position of responsibility on the academic teaching staff, the non-teaching academic staff and on the non-academic staff of the Toronto school system.

(b) At least the following be included in the final sets of guidelines and criteria established to accommodate item (a):

(i) Positive, genuine attitude toward visible and ethnic minority people,
(ii) Positive and accepting attitude toward the concept of a racially and culturally diverse society with equal opportunity and rights for all.
(iii) A genuine willingness to understand and be sensitive to the individual as an individual regardless of race or ethnicity.
(iv) A reasonable knowledge and understanding of visible and ethnic minority groups.
(v) Sensitivity to the needs of children of visible and ethnic minority groups and the problems confronting them in the schools.

89. (a) A survey procedure be undertaken for the purpose of identifying visible/ethnic minority and female employees of the Board.

(b) This survey include seniority and experience statistics of:

(i) All visible and ethnic minority employees and women in different responsibility categories in terms of actual numbers and percentages relative to the total employee group.

(ii) All visible and ethnic minority employees and women in terms of both actual numbers and percentages relative to total staff numbers and percentages relative to the total number and percentages of employees.

(iii) All potential visible and ethnic minority promotion candidates and women in terms of actual numbers and percentages relative to the different racial groupings that make up the total number and percentage of visible and ethnic minority employees and women.

90. A counselling program be established to provide information, advice, encouragement and support helpful to the advancement of employees thus identified.

91. The Board initiate approaches to the Toronto Secondary School Principals' Association, the Toronto Public School Principals' Association, the Ontario Secondary School Teachers' Federation, the Toronto Teachers' Federation and unions and associations of non-teaching personnel for the purpose of discussing their roles in shaping actual strategies and procedures for implementing this recommendation.

92. The Board submit the survey results and its intended plan for action based upon the survey findings to the Ontario Human Rights Commission for its scrutiny.

93. The survey and counselling program of parts 89(a), 89(b) and 90 be reviewed at the end of a five year period for any revision and/or expansion or renewal that the Board may consider appropriate at that time.

*94. The Director draft a procedure for promotion to the position of Department Heads and Assistant Department Heads to replace the present process and to include a direct interview between the selecting body and the candidates standing for these promotions and report to the Promotion Evaluation and Procedures Committee.

95. The recruiting and selection authority for the promotion of employees to position(s) of responsibility make all the criteria and qualifications necessary for the position(s) available in writing to prospective candidates well in advance of the promotion procedure.

96. For a given promotion, factor(s) not included in the published criteria must not become the deciding factor(s) in the final decision.

97. After selection, the promotion authority communicate in writing with all unsuccessful candidates and:

(a) Inform the candidates that they were not selected,

(b) State that further information and explanation concerning their application is available upon written request,

(c) Upon request in writing, the promotion authority provide suggestions on ways and means to improve chances for promotion of unsuccessful applicants when they next apply,

(d) Inform the unsuccessful candidate that if he/she wishes to appeal the decision, such an appeal must be made in writing to the Director of Education by not later than 4:00 p.m. on the Monday of the week of the regular Board meeting at which the promotion would become official.

98. A Promotion and Employment Appeal Committee of high credibility be established to receive and consider appeals from unsuccessful candidates for employment and promotion who feel they have been treated unfairly on grounds of race/ethnicity:

(a) The Committee report to the Board through the Personnel and Organization Committee,

(b) The Committee be appointed by the Director and consist of 3 representatives from the community, 3 representatives from the system and 1 trustee to act as chairperson,

(c) Up to two members of the Committee be provided access to any or all employment and promotion meetings at the Promotion and Employment Appeal Committee's discretion,

(d) Members appointed to the Committee be required to attend appropriate sensitivity training workshops.

99. Should an appeal be launched up to 4:00 p.m. on the Monday of the week of the regular Board meeting at which the promotion would become official, the promotion be delayed until the next regular meeting of the Board. During the next three weeks the Promotion and Employment Appeal Committee would meet, hear the case and make its recommendation to Personnel and Organization who would then make a final recommendation to the Board.

**Recommendations 83 and 84 belong appropriately in Section Nine, Responsibilities of Other Levels of Government. The two Recommendations will go to the Board for approval, to be placed in that Section and be referred to the Ministry of Education.

Section Eight

EQUAL OPPORTUNITY PROGRAMING

The primary intent of the Employment/Promotion Section of this sub-committee's report is to magnify and discharge simultaneously the Toronto Board's responsibility as a public institution to provide equal opportunities for employment and promotion for everyone. Locked into this primary intent are specific indications of requirements which the school system must fulfill. One is to remove as far as is humanly possible the impediments of racial bias in the system to the inclusion of visible minority personnel in all levels of the Board's work force. The second requirement arises directly from the first. It is that the system make every effort to provide the greatest range of possibilities within its power for the development of maximum racial diversity within its staff. We realize that this requirement implies a rejection of the neutral application of the equal opportunity principle or of what has been popularly identified as "passive non-discrimination". We are also painfully conscious of the role that the long history of exclusion has played in the lives of the visible minority population. We believe that the merely neutral application of the equal opportunity principle is little more than a guarantee of continuing exclusion for most visible minority people.

As a practical reality, fulfilment of these two requirements is a complex and difficult undertaking. Throughout the

Employment/Promotion Section of the Report there are many recommendations that are directly or indirectly related to the development of equal employment and promotion opportunities. Many of them are directed to matters of communication and information; some are directed toward the establishment of actual procedures (other than communication procedures) for developing equal employment and promotion opportunities. These are directly, specifically and practically relevant to the issue of equal opportunity access. These recommendations call for a range of equal opportunity development activities from survey development and application to appeal procedures for unsuccessful candidates and a review committee to accommodate them. It is clear to us that the successful implementation of these recommendations will depend on effective organization and co-ordination of the many activities they anticipate. To achieve this requires that the authority and responsibility for doing so must be allocated to a single person specifically assigned to realizing the intent and purpose of these recommendations.

The status and authority of the person selected to perform this function is reflected in the following title: Equal Opportunity Advisor to the Director. Following Board approval in June 1978 of this section of the report, a Search and Selection Committee was established and the Equal Opportunity Advisor was appointed in January 1979. Although further duties and responsibilities as Advisor may be assigned as additions to the role of the Equal Opportunity Advisor, the sub-committee sees the role description set out below as paramount:

1. Work closely with the Research Department in the development and application of the survey recommended in Section Seven of this Report.

2. Work with the appropriate staff of the Personnel Department in canvassing those employees of the Board which the survey indicates are clearly potential candidates for promotion to various positions of responsibility for the purpose of determining their career aspirations, interests, expectations and commitment.

3. Work with the appropriate staff of the Personnel Department to develop career counselling planning and development programs and personal awareness and development programs to assist employees with promotion potential in preparing themselves for advancement when promotion opportunities arise.

4. In consultation with the Personnel Department plan, develop and execute an analysis of the career placement and follow-up procedures presently in operation in the system.

5. In consultation with the Board's Equal Opportunity Reference Group (to be designated) and in cooperation with the Personnel Department, revise, adjust, amend the above procedures for realization of equal access to promotion opportunities if the results of the analysis so indicate.

6. Assume the role of Chairperson of the Board's Equal Opportunity Reference Group (to be designated).

7. Sit as a member and attend all meetings of the Appeal Review Committee recommended in this report as the Director of Education's representative on the committee.

8. Advise the Director of Education on all matters related to equal employment and promotion opportunity development.

9. Monitor all equal employment and promotion opportunity programs, activities and procedures recommended in this document and report to the Director of Education.

10. In all matters encompassed in these duties and responsibilities be accountable and report to the Director of Education.

The sub-committee realized that the Board had approved the report and recommendations from its task group on affirmative action for women and that some of the recommendations have been implemented and others are in various stages of implementation. We were also aware of the Women's Liaison Committee and of its interest in the issue of equal employment and promotion opportunities for women as well as in the implementation of the Affirmative Action Report's recommendations.

We feel that while our sub-committee's interests and those of the Women's Liaison Committee in the area of equal employment and promotion opportunity are not identical, they are similar. There are a number of reasons for recognizing that shared concerns lend themselves to shared resolutions. One is that of actual financial cost in a time of severe budget restraints and of cost in terms of time and energy. The separate pursuit of similar interests risks a duplication of effort and money that could frustrate both aims.

At its meeting on April 13, 1978, the Personnel and Organization Committee of the Board submitted the following observations and recommendations to the Board for approval:

> The Affirmative Action Reference Committee has encountered difficulties with the timing of awareness workshops and other plans, and the Director of Education has expressed concern about the timing of the workshops and the cost in light of probable parallel and/or duplicate proposals coming from the pending report on Race Relations.
>
> It is recommended:
>
> (a) That the Affirmative Action Reference Committee take no action on Recommendation #27 of the Affirmative Action Report pending receipt and consideration of the Report of the Race Relations Committee.

We see distinct advantages in placing all equal opportunity development procedures and programs under a unified administration.

Another advantage is that the co-ordination and organization of workshop and other awareness and sensitivity sessions can be achieved. These sessions require the integration of release time and staff allocation adjustments throughout the system. Uncoordinated, they could make progress difficult, time consuming and haphazard. Combining equal opportunity procedures and other

programs, though of different focus, will ensure that progress is smooth, direct and of maximum possible quality.

A third sizable advantage is that joining equal opportunity interests under a single jurisdiction will enhance the credibility, status and effectiveness of the Equal Opportunity Advisor and of the reference group. In all instances, this combined operation will represent the development of equal access to employment and promotion opportunities for the two minority status groups involved. Equal opportunity is, in the final analysis, equal opportunity, and when a jurisdiction represents the interests of two major constituencies in its development, its potency is much stronger for each than if it represented only one.

Given these considerations, we are convinced that the combined operational base and administrative jurisdiction approved by the Board will make it possible to resolve issues in a manner equally acceptable and compatible to both minority status groups' interest in equal opportunity development. With commitment and good faith supporting the effort, we are convinced that it will be possible to satisfy both concerns with great success.

The Board decided that:

100. An Equal Employment and Promotion Opportunity reference group of high credibility be appointed to consult with the Equal Opportunity Advisor to the Director on all matters related to equal employment and promotion opportunities for visible minorities and women and to assist him/her in the development of equal opportunity procedures and programs and in the monitoring of the implementation of these recommendations already passed by the Board regarding Affirmative Action and those recommendations to be eventually passed by the Board regarding Race Relations.

101. The members of the reference group be appointed by the Director so that equal representation is provided from constituency groupings whose primary concern is with the interests of visible minorities and the interest of women in matters of equal employment and promotion opportunities.

102. The Director be requested to appoint a member of the Board's Personnel Department staff as a technical and information advisor to the reference group.

103. A new position of Equal Opportunity Advisor to the Director be established for a period of five years, the position to be reviewed during the fifth year to determine the length of time, if any, the term is to be extended.

104. The Chairman of the Board and the Director of Education be requested to:

(a) establish a Search and Selection Committee to recommend the person to fill the position of Equal Opportunity Advisor to the Director;

(b) provide the Searth and Selection Committee with guidelines in accordance with the Role Description of the Equal Opportunity Advisor to the Director, outlined on pages 153 and 154 of the Draft Report of the Sub-Committee on Race Relations and with those responsibilities of the Equal Opportunity Officer outlined on page 49 of the Report of the Affirmative Action Task Force which do not conflict with, negate or repeat any of the items listed in the Role Description.

105. The guidelines referred to in the above Recommendation 104 include that the initial search be conducted within the system and that, if the committee is unsuccessful, it will then initiate an external search to fill the position.

106. The Director be requested to submit an annual report publicly to the Board through the Personnel and Organization Committee on the progress of equal opportunity development in the system.

107. The Director be requested to report to the next meeting of the Business and Administration Committee with reference to providing the Equal Opportunity Advisor to the Director with a first year budget for the purpose of employing such outside assistance and of absorbing such other costs as the Director and the Advisor deem appropriate.

Section Nine

RESPONSIBILITIES OF OTHER LEVELS OF GOVERNMENT

We are acutely aware that the Toronto Board of Education is not alone in its responsibility for finding solutions to the problems of racism in the community at large. The Board is a single institution charged with providing all the young people of the community that supports it with maximum educational opportunities without prejudice as to their race, colour or religious affiliation. In that sense, it is also charged with assuming a certain degree of leadership in the attempt to eliminate racial discrimination in the society it serves. It is sensible to acknowledge that in assuming such leadership the Board is also charged with a necessity to function as a model not only for its students but for its own public of the values upon which life free of prejudice in a modern society is built. We of the sub-committee realize, however, that the Board shares that responsibility with all other publicly supported institutions and with all private enterprise that the modern society in Toronto uses to organize itself.

The Toronto Board is not an independent body with independent requirements or independent resources to meet them. Its requirements are designed by a society that is multiracial as well as multicultural and its resources are public funds allocated by other levels of government. It is accountable to its Provincial

Government in all it does. Most directly and in a practical sense, the Board shares responsibility in the area of race relations with those other levels of government.

This is not a new perception, nor is it one which results only from our work as the Board's Sub-Committee on Race Relations. Witness the following recommendation from the Board's Work Group on Multicultural Programs which is three years old:

> "The Federal Government, through the action of the Secretary of State, make monies available from its recent fund allocation of 50 million dollars to reduce racial tension through the medium of education."*

In the Employment and Promotion section of this report, we have observed the need for detecting racial/ethnic bias in the Board's academic professional staff. In submitting these recommendations, we recognize that while the Board holds itself responsible for in-service training of its staff, it has no jurisdiction over pre-service teacher training. We feel that if the teacher training institutions and education faculties had assumed some responsibility for developing the sensitivity of teachers to the issues of race and racism/ethnicity in the past the issues themselves might well be confronting the Toronto school system with considerably less impact than they are today.

We acknowledge that the Ontario Ministry of Education has taken some initiative in establishing its Advisory Council on Multiculturalism and that the Council has submitted a number of recommendations for the Ministry's consideration. However, we also submit that progress has been slow and that if its present Five Year Plan is to become relevant to multiracialism, race relations and racism/

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*Draft Report of the Work Group on Multicultural Programs, May 1975.

ethnicity, it must be expanded and accelerated. We perceive the purpose of expansion to be specific; that is the implementation of concrete, identifiable programs in the three critical areas we have mentioned. To provide implementation with the energy and direction it requires, we submit that a person of competence and expertise in these areas is necessary. Such a person would occupy a full-time, permanent position on the Ministry staff.

In considering the role of other levels of government in terms of teaching aids such as television programs and films that teachers use in their classrooms, we are conscious of the link between the Toronto Board of Education's concern with racial bias in curriculum material and the Federal and Provincial agencies who provide these aids. Given this link, we feel that extending our concern to these agencies is important and appropriate.

The Toronto Board's Sub-Committee on Race Relations opposes the present policy of the Ministry of Education in using Canadian citizenship as the criterion for granting certification to graduates. For example, a Canadian citizen graduating from teacher training faculties will receive an Ontario Teacher's Certificate. A landed immigrant with the same training (they may be in the same graduating class) receives a Temporary Letter of Standing. As well, teachers who are trained in other countries who have qualifications that the Ministry considers adequate for teaching in Ontario are similarly granted a Temporary Letter of Standing. This policy definitely discriminates against these people on the basis of their nationality or status in Canada.

Given the nature of the multiracial and multicultural realities of Ontario and Toronto, this policy places some minority groups at a distinct disadvantage. At a time when the school system

is committed to a concept of equal opportunity for all people, it is essential that qualified individuals from visible/ethnic minority groups be included.

We are aware of at least five studies on the racial bias that exists in text books, literature and other printed curriculum materials. One was the Ministry of Education's own study "Teaching Prejudice". All these studies submit recommendations intended to remove prejudice from these materials and, at the same time, include appropriate and positive references to visible/ethnic minority groups and individuals which are now lacking.

We are also aware that the Ministry employs Bias Evaluators who review textbooks, anthologies and other publications for racially offensive content and advise the Ministry on their acceptability for both the Ministry's compulsory course and supplementary book circulars. We applaud the effort that these evaluators have made but at the same time must point out that a substantial body of prejudicial material has escaped its attention. The members of the sub-committee are of the opinion that if the Ministry Evaluators were in a position to review material that had already been pre-screened by responsible publishers, the function of its Bias Evaluators would prove more fruitful.

Another pressing issue that minority groups have brought to the attention of the Sub-Committee on Race Relations is the impact of the news media, especially the large daily newspapers on race relations. Representatives of minority communities have provided several incidents of newspaper coverage that contain derogatory and discriminatory references to minority groups. Because of the

significance of the news media in influencing the formation of opinion, values and judgment among young people and this competition with the function of the public school systems as learning resources for the young, the Toronto Board urges the appropriate levels of government to exercise their authority in curbing such types of news publications.

We recognize that racial prejudice and discrimination are social problems of such dimensions that they extend far beyond the Board's reach. It follows therefore that we also recognize the need for other levels of government to respond actively and decisively to issues of racism/ethnicity if our own response is to have its full impact.

Members of the sub-committee have two specific concerns that reflect consultation with visible/ethnic minority communities especially. Both of these concerns relate to the Ontario Human Rights Commission and its apparent ineffectiveness in matters involving discrimination against individuals of minority groups.

We understand that the Commission's work has expanded greatly during the past decade and that the types of complaints requiring its attention have multiplied considerably as well. We cannot but observe that the growth of the Commission's staff and of the financial resources it requires to function well has not kept pace with the growth in the size and complexity of its work load. We are aware of the positive effects its recommendations for expansion and reorganization would have on race relations in the province if the Government of Ontario were to support them.

Members of the Board's Sub-Committee on Race Relations endorse the Commission's report. It is to be hoped that the provincial government will do all in its power to implement it.

Our consultation process has made us aware that much of the general community is misinformed about the role of the Ontario Human Rights Commission. A number of people believe that the Commission is the sole arbiter of all matters involving claims and charges of prejudice and discrimination based on race and sex. That is not necessarily true. The role of the Commission is directly related to the Ontario Human Rights Code and the specific conditions which are set out in that document. The Commission examines any claim or charge of discrimination brought to it to discover whether or not the person, group or institution against which the claim is made has violated any one or more of the sections of the Code itself. If so, the Commission acts to mediate the claim or to prosecute the offender. There is an appeal procedure for any person with a claim or charge if that person feels that the Commission is mistaken in its judgment as to whether or not someone has violated the Human Rights Code. The person with the complaint is free to bring the complaint to the provincial Ombudsman for a final decision.

However, the process need not end there. It is more than possible for an individual, a group, a business establishment or a public institution to be racist and still not violate the conditions of the Ontario Human Rights Code. If any person is convinced that he or she has been discriminated against on the grounds of race or sex, that person is free to bring the complaint to the appropriate court as a civil case or suit. The court will hear the case provided that the person is complaining of racism (or sexism) and not simply of a violation of the Ontario Human Rights Code.

The Sub-Committee on Race Relations urges that the Ontario Human Rights Commission advise those who bring complaints or charges

to its attention for disposition that they are free to take advantage of the possibility described above if the Commission finds the complaint does not involve a violation of the Ontario Human Rights Code.

The Board decided that:

108. Teacher training institutions and education faculties include (both through appropriate existing programs and as a specific and separate subject course) courses in their curriculum on multiculturalism and multiracialism, race relations and racism.

109. The Ministry of Education include multiracial and multicultural courses in all their programs for supervisory and principalship certificates.

110. These institutions and faculties introduce all teacher trainees to case studies of racism/ethnicity which arise in the schools in the compulsory core subjects such as Classroom Management and Educational Psychology.

111. Although the Toronto Board of Education would not wish to discriminate against those graduates of teacher training institutions who have not had an opportunity to take such courses, the Toronto Board of Education advise the Ontario Ministry of Education and appropriate administrators of these institutions and faculties that training in those courses outlined in Recommendations 108, 109 and 110 above will be considered an asset in the selection of applicants for teaching positions in the Toronto school system.

112. These institutions and faculties develop screening procedures for the purpose of detecting tendencies toward racial/ethnic bias in training candidates and in those instances where such biases are evident either:

(a) Reject the candidate, or

(b) Require that the candidate attend awareness and sensitivity workshops depending on the degree of racial/ethnic prejudice exhibited.

113. Teacher training institutions be encouraged to provide practice teaching situations which provide teacher trainees with maximum experience in racially/ethnically diverse schools where such placements are possible.

114. (a) In view of the discriminatory nature of the existing policy of limiting teacher certification to Canadian citizens only, the Province of Ontario reconsider the implication of the new policy and rescind said policy.

(b) These institutions and faculties encourage applications from eligible candidates with a view to developing maximum racial/ethnic diversity in the student teacher population.

115. These institutions and faculties provide additional instruction for student teachers with language difficulties for the purpose of improving diction, accent and fluency in English which will enable graduates to communicate more effectively with students.

116. These institutions and faculties in conjunction with the Ministry of Education and the Ontario Human Rights Commission develop specific general awareness and personal sensitivity programs in Race Relations, racism and multiculturalism for their staffs.

117. The Board distribute copies of this report to the Ontario Education Communication Authority, the National Film Board of Canada and the Canadian Broadcasting Corporation with an appropriate communication which stresses curriculum recommendations in the report and request that they consider those recommendations seriously in their future production and distribution plans.

118. In addition to the present Bias Evaluators, the Ministry of Education establish a committee for the specific purpose of reviewing present and future curriculum materials, such a committee to contain representatives from visible and ethnic minority communities.

119. The Toronto Board of Education formally recognize and endorse the following recommendations of the Continuing Committee on Race Relations and forward the recommendations along with its endorsement to the Attorneys General of the Province of Ontario and of the Government of Canada with copies to the following: the Premier of Ontario, the Prime Minister of Canada, the Human Rights Commissions of the Province of Ontario and the Government of Canada, and the Press Council of Ontario.

(a) All newspapers be required to have an office of the Ombudsman to facilitate access to the readers.

(b) All newspapers be required to belong to the Provincial Press Councils. Presently the membership to the Ontario Press Council is voluntary. Like the other professionals, journalists too should be subjected to the judgment of their peers.

(c) All newspapers be required to acknowledge their omissions, inaccuracies, errors on the same page as they occurred. In the case of a decision against the newspaper by the appropriate Press Council the decision must appear in full on the first page of the offending publication. If necessary it is to be continued on the other pages. The amount of space on the first page should reflect the importance of the judgment.

SUB-COMMITTEE CONTINUITY

The outgoing Board (1978) recommend to the incoming Board (1979) that the Sub-Committee on Race Relations, of the parent Committee on Race Relations and Multiculturalism, be reconstituted to monitor the implementation of this Final Report of the Sub-Committee.

APPENDIX A

BRIEFS TO THE ISSUE PAPERS AS OF MAY 5, 1978

Schools

*Parkview Race Relations Committee
West Park Secondary School
Jarvis Collegiate Institute
Lord Dufferin Public School Junior and Senior
Brockton High School
Castle Frank High School
Pauline Avenue School
Bloor Collegiate
West Toronto Secondary School
Bickford Park High School

Others

*Toronto Secondary School Athletic Association
JoAnn Hutchison, teacher, Lord Dufferin Public School
*Toronto Public School Principals' Association
*Private Brief
*Ontario Secondary School Teachers' Federation, District 15
Area One Principals
Area Two Principals
Some Jarvis Collegiate Institute Teachers

Central

S. Burney, Systems Analyst, Computer Services Department
G. McClare, Chief Social Worker, Student Services
*Private Brief

Community Briefs

**Willis Cummins
*Continuing Committee on Race Relations
*Urban Alliance on Race Relations
*Canadian Council for Racial Harmony
*West City Region YMCA of Metropolitan Toronto
*Latin American Institute for Culture and Education
Bedford Park Public School Parent-Teacher Association
*Inter-Caribbean Club
*Chaitanya Kalevar
Fred Ryan
William James
William White, Family Service Association of Metro Toronto
*Anil Deb
Claire Moran
Simon Mielniczuk, York Community Services
Don Greenwood
Sang Whay Kooh, Korean Education Society

*INDICATES A BRIEF AS WELL AS AN ORAL PRESENTATION
**INDICATES AN ORAL PRESENTATION ONLY

ALL BRIEFS WILL BE AVAILABLE FOR REFERENCE IN THE LIBRARY

APPENDIX A

Community Briefs (cont.)

**National Congress of Italian Canadians
**Black Education Project, Harriet Tubman Centre
**Fenola Martin
*Black Parents of the East End
**Teacher from Scarborough Board
Michael Maciuk and Albert Bernadine
Davisville Community

Consultation in Schools

Brockton High School
Oakwood Collegiate
Earl Grey Senior Public
Lakeview Secondary
Ryerson Public School
Park Junior and Senior
Winona Drive Senior
Humberside Collegiate
Harbord Collegiate
Eastern Commerce
Lord Lansdowne Junior and Senior
West Park Secondary
Parkview Secondary
Riverdale Collegiate
Fairmount Park
Forest Hill Junior and Senior
Parkdale Junior and Senior
Central Tech

Communications

Correspondence re the establishment of the Sub-Committee on Race Relations, the consultation process used and the purpose of the consultations was sent to the following:

The Members of the Toronto Community
All Staff of the Toronto Board of Education
The Principals of All Schools
The Area Superintendents

*INDICATES A BRIEF AS WELL AS AN ORAL PRESENTATION
**INDICATES AN ORAL PRESENTATION

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APPENDIX B

BRIEFS TO THE DRAFT REPORT AS OF OCTOBER 4, 1978

Schools, Professional Associations and Federations, Departments and Area Teams

Education Centre Library - Reference Section
Principals and Vice-Principals of Area Six
Humberside Collegiate, Survey Results
*Brockton High School
Principals and Superintendents of Area One
Principals and Vice-Principals of Area Five
Federation of Women Teachers' Associations
*Kimberley Junior School Teaching Staff
**Wilkinson Junior School
*Toronto Public School Principals' Association
Psychiatric Department, Student Services
Earl Haig Junior School
*Essex Senior School
*Toronto Secondary School Principals' Association
**Toronto Secondary School Athletic Association
*Ontario Public School Men Teachers' Federation
Psychological Services
*Toronto Teachers' Federation
Orde Street Public School (Junior)
Ad-Hoc Committee of Teachers
Curriculum and Program Division
*Area Four Principals and Vice-Principals
Social Work Services

Individuals Within The System

Mr. John T. Borovilos, teacher, Riverdale Collegiate
Mr. R.R. Beardsley, Principal, Eastdale Collegiate
Mr. Hugh D. McKellar re OSSTF Salary-Savings-Sharing Plan
Mrs. Valerie Fiedler, teacher, Rose Avenue Public School
*Mr. Ed Bavington, Runnymede Public School, teacher
*Mr. Gabriel Epstein, teacher
Ms. Ellen McLean, teacher
Student, Fairmount Park Public School

Community

*Mr. David Shanoff
Ms. Lynette E. Roberts
*West Indian People's Organization
Mr. R.S. Pennefather
Allenby Parents' Association
**Anonymous Oral Brief, Area 6 Public Meeting
**East Toronto Branch People's Defence Committee, Area 4 & 5 Public Meeting
H.W. Somerville
Chaitanya Kalevar, Continuing Committee on Race Relations

*INDICATES A BRIEF AND AN ORAL PRESENTATION
**INDICATES ORAL PRESENTATION ONLY

ALL BRIEFS WILL BE AVAILABLE FOR REFERENCE IN THE LIBRARY

APPENDIX B

CONSULTATION MEETINGS

Schools

Winona Senior Public School, June 8/78
Park Senior Public School, June 12/78
Ryerson Senior Public School, June 15/78
Fairmount Park Senior Public School, June 20/78
Forest Hill Senior Public School, June 21/78
6 Area Meetings with Student Councils, September 25, 26 and 27/78

System and Community

a) Public Meetings

2 City Wide, Education Centre Auditorium, June 19, September 14/78
1 City Wide, 519 Church Community Centre, July 5/78
Areas 1 and 2, Gladstone Public Library, June 22/78
Area 3, Native Canadian Centre, September 11/78
Areas 4 and 5, Woodgreen Community Centre, September 12/78
Area 6, Calvin Presbyterian Church, June 27/78
Area 6, Unitarian Church, September 18/78

b) Special Hearings

Toronto Public School Principals' Association, September 21/78
Toronto Secondary School Principals' Association, September 25/78
Toronto Secondary School Athletic Association, September 27/78
Ontario Public School Men Teachers' Federation, September 28/78
Toronto Teachers' Federation, September 30/78
Area Four Principals and Vice Principals, October 3/78

COMMUNICATIONS

Draft Reports with appropriate covering documents outlining the anticipated consultation process were sent to the following:

The Liaison Committees and a broad range of community membership including the Reference Group to the Committee on Race Relations and Multiculturalism.
All Departments and Divisions at the Education Centre.
All School Principals and Staff
All Student Councils
All Branch Presidents in the Secondary Schools (O.S.S.T.F.)
All Area Councillors (T.T.F.)
All Other Professional Associations

APPENDIX C

STANDARD PROCEDURE #34, GENERAL (P.18)

B. By the Local School

1. Elementary

a. It is essential that each new student who arrives at the school be placed by the teaching staff.

b. If, after the assessment has been completed, it becomes apparent that the student's needs would be better met in another school, a phone call should be made to prepare for a smooth transfer after having received permission from the parents. A note should be sent to the appropriate person in the receiving school and if necessary the student should be given a map showing the location of that school.

c. Every effort should be made to explain to the parents, using the resources mentioned earlier, the nature of the placement and the possibility of a future move.

2. Secondary

a. For students who do not require reception programs, assignment to classes should be made in the normal way.

b. While, for initial placement, all schools in areas 1, 2, 3 and some schools in area 4 will have reception classes which are level and grade free, every effort should be made to determine the correct placement for students so that future moves may be minimized. Area 5 schools and some area 4 schools will use Greenwood and Area 6 schools will use the Reception Centre at Forest Hill Collegiate.

c. When a student has completed the "transition" program, recommendations for school and program placement should be made after consultation with:

(i) the student
(ii) teacher(s) familiar with the student
(iii) parent and/or designate (e.g. SCR worker; a professional of the appropriate ethnic and cultural background; a Student Services representative).

Consultation with the area office and the School Placement Officer is recommended in difficult cases.

d. The procedure suggested in section B.1 (above) should also be followed by secondary schools when moving students to another school.

3. Area Responsibilities

a. To make the placement system work, it is essential that each area develop an efficient and co-operative communications network to expedite the above movement of students.

b. Area staff could be organized to present staff development programs and workshops dealing with the placement and movement of students. Resource people for these programs or workshops could include the following personnel: School Placement Officer, area ESL consultants, area SCR officers, Multilingual Social Work staff.

APPENDIX D

STANDARD PROCEDURE #45, GENERAL (P.1)

TEACHER PERFORMANCE, PROCEDURE
WHEN UNSATISFACTORY

The following procedures have been established for dealing with a teacher who is not carrying out his/her duties to the satisfaction of his/her supervisor(s). The responsibilities and duties of principals and teachers are set forth in the Education Act, 1974, the Provincial Regulations, the policies of the Board of Education for the City of Toronto, and the current Collective Agreements. The Teaching Profession Act and the Education Act both provide legislation safeguarding the rights of teachers. Principals and others supervising teachers should familiarize themselves with this material as well as the relevant policies and procedures of the Ontario Teachers' Federation and its Branch Affiliates.

Regulation 191(70), 14(9) (d) (ii), issued by authority of the Minister of Education states that it is the duty of the principal to recommend to the board the demotion or dismissal of a teacher whose work or attitude is unsatisfactory but only after warning the teacher in writing, giving him assistance and allowing him a reasonable time to improve.

The principal is therefore obligated, before recommending demotion or dismissal to provide written evaluations of the teacher's work, to give evidence of assistance and to provide time for improvement in the matters noted in the evaluations. It is imperative that a record of these be kept. A properly documented case (written communication and record) clarifies the situation for the teacher and protects the principal.

Ineffectiveness in the classroom and/or failure to assume responsibilities as a staff member are the most common causes for initiating these procedures. However, other problems may also necessitate this procedure. In all cases, it is essential that the reason for implementing these steps relate to the teacher's responsibilities and duties. Ultimately, should the teacher's performance remain unsatisfactory, his/her employment will be terminated. Should this termination be disputed, the case may be considered under law. Any documentation must withstand legal scrutiny.

Whenever a principal (see note 2, page 4) becomes aware that a teacher is encountering serious difficulty fulfilling his/her duties, the principal is to initiate the following steps which provide a guideline for remediation of the problem(s) and the necessary documentation required by the Director of Education. When a recommendation affecting a teacher's employment (e.g., his/her suspension, demotion and/or termination) is to be considered by the Board, this documentation will be required.

STEP ONE

(a) The principal is to observe the teacher in the performance of his/her duties and identify specific problems. During this step, the principal is to make notes which will form the basis for Step One (b). The principal is to prepare a written report listing observations and suggestions.

(b) The principal is to meet with the teacher and discuss the report prepared under Step One (a). While the focus of this meeting should be on improving the teacher's performance, the teacher must understand that his/her performance is unsatisfactory and that it must improve. During this review, resource(s) and/or program(s) available to assist the teacher are to be recommended to the teacher. Every effort should be made to establish goals to be met by the teacher by some specific time.

(c) The principal is to prepare a written summary of the matters discussed listing specifically the problem(s) observed, the advice given and any goals established at Step One (b). This summary should be both clear and precise. It should be dated and signed by the principal, then presented to the teacher for his/her comments and signature to indicate that the teacher has seen this document. Copies of the countersigned document are to be forwarded to the teacher, the Area Superintendent, and to the Assistant Superintendent of Professional Development for inclusion in the teacher's personnel file. Where appropriate, a copy shall also be forwarded to the Assistant Superintendent of Special Education or the Superintendent of Curriculum and Program.

STEP TWO

Reasonable time should be allowed for the teacher to implement the principal's advice before commencing Step Three. The amount of time will depend upon the nature of the problem(s) the teacher is encountering.

STEP THREE

(a) The principal is to resume observation of the teacher and to make notes for his/her use. Particular attention must be given to any goal established with the teacher at Step One and the degree to which that goal has been met. As in Step One (a), the principal is to prepare a written report listing his/her observations, suggestions and progress made.

(b) The principal should meet with the teacher again to review his/her written report. Should the principal now be satisfied with the teacher's performance, this should be clearly stated. Should the teacher's performance have shown only marginal improvement, remained unchanged or deteriorated further, this should be stated without equivocation. If the teacher's performance is unsatisfactory, it is essential that the teacher understand: (i) his/her performance is unacceptable, and, (ii) that, unless the performance improves adequately, a recommendation for suspension/demotion/dismissal may follow. Again, resources available to the teacher should be discussed. If the teacher is already aware of these resources and has not already availed himself/herself of assistance, the principal should consider taking the initiative on behalf of the teacher.

(c) As in Step One, the principal is to prepare a written summary of the matters discussed listing specifically the problems observed, advice given and any progress made towards the goals established at Step One (b). Any additional goals which were discussed should be included. This summary must conclude by rating the teacher's overall performance in one of the following:

i. is now satisfactory;
ii. has shown only marginal improvement but remains unsatisfactory; or
iii. remains unsatisfactory.

Where performance remains unsatisfactory, the principal should include written notice that suspension/demotion/dismissal may be recommended unless performance improves adequately.

The summary should be dated, signed by the principal and presented to the teacher for his/her comments and signature to indicate that the teacher has seen this document. Copies of the countersigned document are to be forwarded to the teacher, the Area Superintendent and to the Assistant Superintendent of Professional Development for inclusion in the teacher's personnel file. Where appropriate, a copy shall also be forwarded to the Assistant Superintendent of Special Education or the Superintendent of Curriculum and Program.

At this point, the principal may:

i. consult with the Area Superintendent;
ii. repeat Step Three;
iii. request the Area Superintendent to commence Step Four.

Where applicable, throughout these procedures, references to the Area Superintendent shall mean the Area Superintendent in conjunction with either the Assistant Superintendent of Special Education or the Superintendent of Curriculum and Program. (see note 2, page 4).

STEP FOUR

The Area Superintendent (see note 2, page 4) is to go through Step One (a), (b), (c), with the teacher. In this case, copies of any countersigned documents written by the Area Superintendent are to be forwarded to the teacher, the principal and the Assistant Superintendent of Professional Development for inclusion in the teacher's personnel file. Where appropriate, a copy shall also be forwarded to the Assistant Superintendent of Special Education or the Superintendent of Curriculum and Program.

STEP FIVE

Again, reasonable time should be allowed for the teacher to implement the Area Superintendent's advice before commencing Step Six. The amount of time will depend upon the nature of the problem(s) the teacher is encountering.

STEP SIX

The Area Superintendent is to go through Step Three (a), (b) and (c) with the teacher.

In the case of a probationary teacher whose performance remains unsatisfactory at Step Six, a recommendation for termination of employment should follow at this stage. Suspensions without pay or recommendations for demotion should only be made in the case of permanent teachers.

STEP SEVEN

The Area Superintendent, and, where appropriate, the Assistant Superintendent of Special Education or the Superintendent of Curriculum and Program, will consult with the principal to determine which one of the following steps is most appropriate:

1. no further action required at this time;
2. repetition of Step Six;
3. suspension without pay;
4. recommendation for demotion/dismissal;
5. suspension without pay and recommendation for dismissal.

STEP EIGHT

Following a suspension and after a reasonable period of time, the principal is to repeat Step Three (a). If the teacher's performance remains unsatisfactory, the principal is to recommend to the Area Superintendent demotion or dismissal and the teacher is to be advised by the principal, in writing, of this recommendation.

NOTE

1. The procedure outlined above may be modified in consultation with the Director of Education. Given sufficient cause, demotion, suspension without pay and/or termination of employment may be recommended at any step in the procedure. On the other hand, in consideration of long and faithful service, a further demotion and/or suspension without pay may be recommended before proceeding to termination of employment.

2. The above procedure has been written for general application.

   (a) In the case of a secondary school teacher, the principal should request the teacher's Department Head to assist the teacher and to keep a record of the visits made and suggestions for improvement.

   (b) In the case of a Special Education teacher assigned to a school, the principal should proceed in consultation with the Assistant Superintendent of Special Education and his/her Area Superintendent.

   (c) In the case of a teacher who is not assigned to a school, that teacher's supervisor should proceed as would the principal under the above.

   (d) In the case of a teacher who is not assigned to a school and reports to more than one supervisor, that teacher's supervisors should consult and proceed as would the principal under the above.

   (e) In the case of a principal who reports only to the Assistant Superintendent of Special Education, the Area Superintendent shall mean the Assistant Superintendent of Special Education.